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ABSTRACT

The history, administration, and governance of the Washington Community College System (WCCS) are analyzed in this seven-part report prepared for the state legislature. Part I presents background information on the WCCS's role and mission, history, students, programs, personnel, facilities, finances, student costs, and future. Part II discusses public opinion of WCCS's performance based upon a 1980 survey of 1,173 households, which sought information about past attendance, satisfaction with programs and services, awareness of and participation in vocational/technical institutes, degree of confidence in various educational systems, and demography. Part III examines the configuration of district boundaries and the effects of boundary modifications. The functions of multi-campus district offices are described in Part IV, and their relationships with individual colleges and the State Board for Community College Education are considered. Part V analyzes the governance of the WCCS and describes each of the statewide organizations, committees, and agencies that influence decision-making at community colleges. Part VI analyzes the question of the desirability of maintaining a dual system of vocational education, under which community colleges and vocational/technical institutes operate separately. The final section provides a special report on Olympia Technical Community College. (JP)

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Washington Community College Study

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STATE OF WASHINGTON
State Board for Community College Education

WASHINGTON
COMMUNITY COLLEGE STUDY

PREPARED FOR

GOVERNOR DIXY LEE RAY
HOUSE HIGHER EDUCATION COMMITTEE
SENATE HIGHER EDUCATION COMMITTEE

AUGUST, 1980

APPROVED AND ADOPTED BY THE STATE BOARD FOR COMMUNITY COLLEGE EDUCATION, AUGUST 22, 1980, RESOLUTION NO. 80-38.

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION
319 SEVENTH AVENUE, OLYMPIA, WASHINGTON 98504

ACKNOWLEDGEMENTS

This study is the outgrowth of unresolved issues which perplexed the governor and the legislature in 1979. Rather than respond separately to letters from Governor Ray following her veto of HB 335 and to floor resolutions prepared by the House and Senate, it was decided to prepare a single, comprehensive response under the working title "Community College Study."

Primary responsibility for preparing the response was assigned to Dr. Ronald Bell shortly after he joined the staff in 1979. Dr. Bell was familiar with the community college system as a result of his 15 years of teaching and administrative experience at Shoreline Community College. In addition to familiarity, Dr. Bell also brought to the study a fine analytical mind. He was the creative and moving force behind the design and development of the study.

The study was not a "closet" project. Advice came from several sources. Many who provided advice came from intellectual positions of distrust, suspicion, doubt. Emotions were interwoven with intellectual pursuits.

Among the advisory bodies, the paramount group was the System Review Group (SRG). It was comprised of presidents, trustees, faculty and students. This group put in many hours of productive work, especially during the formative period of the study. Much of the merit of the study is a consequence of the guidance provided by the SRG.

Another helpful group was formed under the rubric of The Hill People. These people were legislative staff members. They carefully explained to us that they did not speak for the legislature, its committees, or its members. They were particularly helpful in clarifying the issues which propelled the report. As with the SRG, The Hill People gave significant direction during the formative stages of the project.

Key legislators were consulted about the study outline to ascertain that the right issues were being addressed. Their concurrence went only to structure, not to substance. Like The Hill People, the legislators have no responsibility for the final report or its findings.

For the better part of two days the members of the State Board for Community College Education reviewed a tentative draft. Through discussion and debate they contributed considerably to the improvement of the final draft.

Finally, to the entire staff of the State Board goes the heartfelt appreciation of Dr. Bell and me. They helped by writing, editing, discussing, researching, typing, proofreading, collating, binding, mailing. Amid the rush which produced frayed nerves and sharp retorts, the secretaries remained calm and patient. In fact, they adopted a feeling of proprietorship about the report.

If a bureaucratic report were significant enough to warrant a dedication, the dedication would be:

> To the many hands which helped, especially for the generous hearts linked to the working hands.

John N. Terrey
July 28, 1980

COMMUNITY COLLEGE STUDY

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COMMUNITY COLLEGE STUDY

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

1980

SUMMARY

SUMMARY

Purpose and Scope

During the forty-sixth session of the Washington State Legislature, resolutions were considered by the House and Senate concerning the community college system. House Resolution 1979-75 and Senate Resolution 1979-90 directed the State Board for Community College Education to conduct a study of the community college system of Washington (See Appendix K). In addition, the governor expressed a concern about multi-campus districts and the comprehensiveness of the Olympia Technical Community College instructional program (See Appendix L). For the sake of efficiency, the State Board combined these tasks into one study now known as "The Community College Study."

Approximately four and one-half months were spent in preparing the design for the study. The preparation included the involvement of representatives from among the legislative and executive branches of state government as well as the community college system. Through this involvement the specific topics that the governor and the legislators wanted included in the study were identified. At the same time the understanding and support of various constituencies within the community college system were obtained.

In December of 1979, Chairmen Goltz, Grimm and Barnes met with the Executive Director of the State Board for Community College Education and agreed on the design document which included the topics to be studied: status of the community college system, district boundaries, multi-campus district offices, governance, delivery systems of vocational education and comprehensiveness at Olympia Technical Community College. Approval was also obtained from a representative of the governor.

In summary, the community college study was mandated by the legislature and governor to include a review of the system, analysis of several specific study topics and a summary of the study findings.

Findings

The following are selected findings from the study. They are grouped according to the chapters from which they are taken and are in a concise, highlighted format.

Chapter I: Background

1. Since the Community College Act was signed in 1967, there has been a dramatic growth in enrollment. From 1967 to 1979, student headcount has increased more than 180 percent. For the same period of time, the population of Washington State has grown only 15 percent.

2. Headcount enrollment has grown at a faster rate than FTE enrollment, indicating a growing proportion of part-time students.

The majority of part-time students are enrolled in occupational supplementary and non-degree areas.

3. Approximately 40 percent of the students are over 30, the mean age within the system.

4. Between 1971 and 1979 the community college participation rate increased from 30 to 50 students per 1,000 persons. A major portion of this increase is attributable to an increase in the participation of women. In the fall quarter 1979, 54 percent of the students were women.

5. The overall comprehensiveness of the system is tending toward a balance between academic and occupational offerings. The community college system is close to a "50-50" split in its course offerings.

6. Over 800 vocational programs are offered throughout the community college system.

7. Total employment for the system is approaching 12,000. Nearly 5,700 employees are part-time faculty.

8. Since 1967, close to 5,000,000 gross square feet have been added to the facility inventory of the community college system. The majority of this added space (68 percent) may be categorized as instructional, followed by office/support space (17 percent), and library (8 percent).

9. Over two million dollars was allocated for off-campus, leased space in 1979-80. This is partially in response to the influx of older students seeking occupational supplementary coursework in convenient locations.

10. For 1967-69, the legislature appropriated 4.7 percent of the state general fund to the community colleges. For 1979-81, this figure was close to 6.3 percent.

11. Unit expenditures (cost per FTE) have increased approximately 137 percent from 1967 to 1980. This increase nearly parallels the inflation rate for the same period of time which was 133 percent.

12. In 1979-80 Washington community colleges were approximately 30 percent below the national average in the assessment of charges to resident students.

13. Community college programs and services appear to be tending toward "life-long" learning--an educational structure attempting to accommodate the various developmental stages of people.

Chapter II: System's Performance--A Public Opinion Survey*

1. Nearly two out of five adults in the state of Washington have had personal contact with a community college.

2. The general public perceives the community college population to be much younger than it actually is.

3. Over three-fourths of the respondents thought the current quarterly $100 charge for tuition to be reasonable.

4. Slightly more than 38 percent of the general population expects to attend a community college in the next two years.

5. Handicapped programs, transferability of academic classes, and vocational preparatory programs were placed among the most necessary areas to be served by community colleges.

6. Of the twenty-three programs in the survey, all but one service (transportation to and from campuses) was considered necessary and being performed at a better-than-average level.

7. The survey showed a clear preference for community colleges over vocational technical institutes for future job training.

8. Outside the Puget Sound area people seem to believe that there is greater necessity for, and better quality in, programs which extend community college services into the community, such as off-campus classes and sports.

9. There was one program area, counseling, for which those in Eastern Washington felt the program was more important but of lower quality than those in Western Washington.

10. Aside from the stronger identification with a community college indicated by rural residents, urban respondents appear to share many of the same attitudes as those in the rural areas about the necessity and quality of college programs and have a similar pattern of confidence in educational institutions.

Chapter III: District Boundaries

1. The principal function of district boundaries is to define a geographical service area within which a college or group of colleges is to be governed by an appointed board of trustees. These trustees must be residents of the district and are responsible for insuring that the educational needs of the district are met.

2. Original boundaries were based, for the most part, on local loyalties and concerns. As the system "aged" it was assumed that these local support systems would disappear--this has not occurred.

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*Conducted by Statistical Services Incorporated, Seattle.

3. Since 1967, many additional powers and duties have been entrusted to local trustees for implementation within their district.

4. Students generally are unaware of district boundary lines in their selection of a community college.

5. Elimination of all district boundaries would shift planning from the local to the state level. This action would necessitate a redefinition of the role and mission of the community college system.

6. A district with a small central staff and few centralized functions could be divided more easily than one with a large, centralized staff.

7. The State Board has the authority to modify district boundaries but would need further authority to create new or abolish old districts.

8. Since 1967, districts have developed strong local support negating the original premise that eventually many districts would naturally want to consolidate.

Chapter IV: Multi-Campus District Offices

1. There are presently four multi-campus district offices in the community college system. Three have a district president and staff located in facilities away from the main campuses. In District 12 (Centralia/OTCC) staff is housed on the campus of Centralia College.

2. All four districts identified functions within the areas of business and finance, personnel, board relations, and miscellaneous services as being fairly well centralized in district offices. Conversely, the major responsibility for performing functions in the areas of physical plant and student personnel services are campus centered. Instructional services and information services appear to be shared.

3. Among the four multi-campus districts, Spokane District ranked most centralized while District 5 (Everett/Edmonds) ranked least centralized in the performance of its administrative functions.

4. Enrollment plans developed with the State Board staff are the basis for internal allocation in District 5 and 6. Districts 12 and 17 have distribution methodologies that do not use the enrollment plans developed with the State Board.

5. Except for Spokane, district office budgets are set by the district president and funded from the district allocation before campus allocations are made.

6. Except for Everett/Edmonds, program priorities are set at the district level.

7. Seattle and Spokane, although close in student headcount, are dissimilar in their total district administrative staffing, with 87 and 48 employees respectively.

8. Generally, the State Board staff initiates its dealings with multi-campus districts through their district offices; whereas multi-campus district decision making flows from the campus through the district office to the state staff.

9. Through the Statistical Survey Incorporated public opinion survey, it was found that a person's perception and opinion of community college services appear to be independent of his/her residence in or out of a multi-campus district. Likewise, no major differences in perception and opinions were found among people in the four districts.

10. Analysis indicates that economies of scale make current multi-campus district operations beneficial from an economic standpoint.

11. Considerable time would be needed before consolidation of other districts would offer cost savings through economies of scale.

Chapter V: Governance

1. The governance and management of the community college system is based on a division of responsibilities between district boards of trustees and the State Board for Community College Education.

2. The State Board has established an advisory network utilizing the numerous internal organizations of the system.

3. The most influential group in shaping State Board decisions has been the presidents through their organization, Washington Association of Community Colleges (WACC).

4. Indicators point toward a legislative desire for more control by the State Board over the entire community college system.

Chapter VI: Single Versus Dual System of Vocational Education

1. The current status of the vocational technical institutes--adult-serving institutions administered by school districts and by a state office whose principal charge is the administration of the kindergarten through 12th grade program--makes the vocational technical institutes a separate part of education.

2. The inclusion of vocational technical institutes within the community college system could accomplish the objectives of making the vocational technical institutes an identifiable, but integral part, of the system of postsecondary education.

3. The offices of the State Board for Community College Education (SBCCE) and the Superintendent of Public Instruction (SPI) have had a procedure in place since 1973 for joint review of proposed new vocational programs in the community colleges or vocational technical institutes.

4. A collaborative arrangement among the SBCCE, SPI and the Office of Financial Management (OFM) could accommodate the federal requirement for a single state agency administering vocational funds.

5. If the vocational technical institutes were a part of the community college system, there would no longer be a need for the Commission for Vocational Education (CVE) adjudication function. The coordination of data necessary for planning is an appropriate function for the State Occupational Information Committee (SOIC) under federal regulations and evaluations, and the monitoring of evaluations are already functions of the State Advisory Council for Vocational Education (SACVE) under federal regulations.

6. The growth of vocational education in the community colleges from 16,460 FTEs in 1969 to 46,171 FTEs in 1979 is a clear indication that vocational education can thrive in the community college environment as a major integral segment of the educational offerings.

7. The successful conversion of vocational technical institutes to community colleges is illustrated by Spokane Community College, Walla Walla Community College, Columbia Basin College, Green River Community College and Seattle Central Community College.

8. The dramatic expansion of Olympia Technical Community College demonstrates the capability of the community college system to assimilate vocational technical institutes without obscuring the institution's primary mission.

9. By moving the five vocational technical institutes with their total enrollment of less than 10,000 FTEs into the community college system, and eliminating the Commission for Vocational Education (CVE), unmeasured emotional energy would be released for the constructive actions necessary to provide vocational education to the citizens of this state and save a major portion of the over $1,000,000 currently expended for CVE.

Chapter VII: Olympia Technical Community College--Comprehensiveness

1. Community College District 12 provides comprehensive community college services for Thurston County through academic and vocational programs at Centralia College campus, vocational programs at OTCC campus and academic and occupational continuing education offerings at many sites in the Olympia area.

2. OTCC currently offers courses to support the learning needs of vocational students and general education students who have a desire to upgrade their learning skills or to obtain high school diplomas.

3. While OTCC does not offer an academic transfer program, it is clear that some students do transfer to the state's four-year institutions with many of these institutions accepting credits from some courses taken at OTCC.

4. The Olympia Education Center operated by Centralia College provides selected daytime academic courses at 3700 Martin Way in Olympia. Enrollment response in 1979-80 was limited.

5. Since OTCC joined the community college system, Thurston and Lewis counties have experienced substantial differences in their economic and population growth rates. Thurston County has exceeded Lewis County in both areas.

6. The proportion of women served by a community college is much lower in Thurston County than it is in Lewis County.

7. The cost of commuting to either Centralia College or Ft. Steilacoom Community College has increased dramatically in the ten years since OTCC was established.

8. In response to the statewide public opinion survey, residents of both Lewis and Thurston counties valued academic transfer programs similarly. However, a lower proportion of residents in Thurston County felt that community college academic programs were performed adequately.

9. A very low proportion of the population in Mason County enrolls in higher education.

10. A substantial number of Thurston County residents commute to either Ft. Steilacoom or Centralia College campuses. A majority of these commuters are recent high school graduates.

11. Few Shelton residents enroll in day-on-campus academic courses at any community college (10 at Olympia, 1 at Centralia).

12. Thurston County residents represent 26.6 percent of the total Centralia day-on-campus enrollments.

13. The Evergreen State College and St. Martin's College enroll relatively few recent graduates of Thurston County high schools.

14. Alternative methods of providing community college academic transfer programs for Thurston County range from a continuation of the Olympia Education Center (in its current size and off-campus location) to the development of a comprehensive community college program on, or adjacent to, some college in Thurston County.

COMMUNITY COLLEGE STUDY
STATE BOARD FOR COMMUNITY COLLEGE EDUCATION
1980

CHAPTER I
BACKGROUND: THE WASHINGTON COMMUNITY COLLEGE SYSTEM

I. BACKGROUND: THE WASHINGTON COMMUNITY COLLEGE SYSTEM

1.1 Introduction

Chapter One provides background information on the Washington Community College System. Included are: a description of the community college role and mission; historical highlights; descriptive and trend information for major aspects of college operations; and, finally, a review of the apparent trends and their potential future based on a comparison of projected enrollment levels.

The chapter is intended to address the more general topics outlined in the study regarding the condition of the system. Succeeding chapters address the more specific study topics.

1.2 Role and Mission

The Community College Act of 1967 provides for a state system of community colleges which are "for purposes of academic training, two-year institutions, and are an independent, unique, and vital section of our state's higher education system, separate from both the common school system and other institutions of higher learning". The community colleges are responsiveness to social, demographic and governmental influences. The Act of 1967 speaks to this point (RCW 28B.50.020(4)):

> "The purpose of the chapter is to provide...(a) system of community colleges which will...allow for growth, improvement, flexibility and modification of the community colleges and their education, training and service programs as future needs occur".

Thus, community colleges are encouraged to be flexible and responsive to the changing needs of their communities and the state. This flexibility and relevance places community colleges at the forefront of exposure to changing societal and community needs and firmly establishes their role within the postsecondary education system of the state.

Foremost in the Community College Act is the purpose statement. It establishes the community colleges as the principal vehicle for extending access and opportunity from the few to the many by offering an "open door" which minimizes, if not eliminates, barriers to access--including academic prerequisites for admission and high levels of tuition and fees. By implication, the open door policy places the student at the center of the institution and creates the need for diverse programs and services.

Thus, a concomitant of the open door is the comprehensive program. Each community college district is required to "offer thoroughly comprehensive educational, training and service programs to meet the needs of both the communities and students served by combining, with equal emphasis, high standards of excellence in academic transfer courses; realistic and practical courses in occupational education, both graded and ungraded; community services of an educational, cultural and recreational nature; and adult education". Maintenance of comprehensive programs to meet the needs of diverse students is a continuing challenge to community colleges.

In summary, the missions of the Washington community colleges include:

1. An open door to all who seek to enter;

2. A comprehensive curriculum, including:

    a. academic transfer;
    b. occupational programs both preparatory and supplemental;
    c. compensatory, remedial, and developmental programs for students in need of special help;
    d. continuing education programs;

3. Approaches to learning which are based on an assessment of the student and his needs;

4. Recognition that the student is a unit. Utilization of both instructional activities and student services to assist the student to achieve his educational goal;

5. Assistance to the student to overcome the barriers to education presented by geography, academic deficiencies, social and environmental handicaps.

The following sections will provide an overview of how the Washington community college system has changed to accommodate the principles of responsiveness and access. Consideration will be given to the students, programs, personnel, finance and facilities of the system.

1.3 History

The first junior college in Washington was started in 1915 in Everett when 42 students began a one-year college program on the top floor of Everett High School. It was closed in 1923 for lack of students.

Centralia College, the state's oldest existing community college, opened in 1925. It was followed by Mt. Vernon College now Skagit Valley College in 1926, Yakima Valley College in 1928 and Grays Harbor College in 1930. By 1941, eight junior colleges were operating in Washington, all locally-administered and locally-funded. Combined enrollment was approximately 1,000. State aid was provided by the state's first community college law in 1941. But the same law prohibited operation of public junior colleges in counties having four-year colleges or universities. Since the state's three most populous counties were thus prohibited from having junior colleges, only four more opened between 1941 and 1961.

A 1945 act brought junior colleges under administration of local public school boards. Enrollment continued to grow, however, and by 1962 had reached 25,443.

The 1941 limitation was removed in 1961 by an act which also designated the two-year institutions as community colleges in recognition of the growth of their vocational and adult programs.

In the decade following passage of the 1961 law, the number of community colleges more than doubled and enrollment quadrupled. Most of the new colleges opened in the metropolitan areas previously denied community college education. Several had been founded as vocational institutes. The most significant factor in enrollment growth was vocational education.

Separation of community college administration from that of the common schools began in 1963 when the legislature mandated that separate funding and accounting be established for community colleges. The 1965 legislature directed the Superintendent of Public Instruction to employ a firm of consultants to recommend a plan for the organization of community colleges. Acting on their plan[1], the 1967 legislature adopted the statute creating the state community college system and establishing it as an independent system separate from both the common schools and the four-year institutions.

The 1967 act also provides the framework within which community college education is offered. It divides the entire state into 22 community college districts and charges each district with providing for the educational and training needs of its communities and students. However, a resident of one district may attend a community college in another district without penalty.

There is at least one community college in each district (see Table I-1 and Figure I-1), three districts operate two institutions, and one district has three campuses. Altogether the state operates 27 community colleges, one of which (Whatcom) has no campus, choosing instead to offer programs in a number of decentralized, leased community instructional centers.

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[1] A Policy Plan for Community College Education in the State of Washington, Report to the Superintendent of Public Instruction. Arthur D. Little, Inc., June 30, 1966.

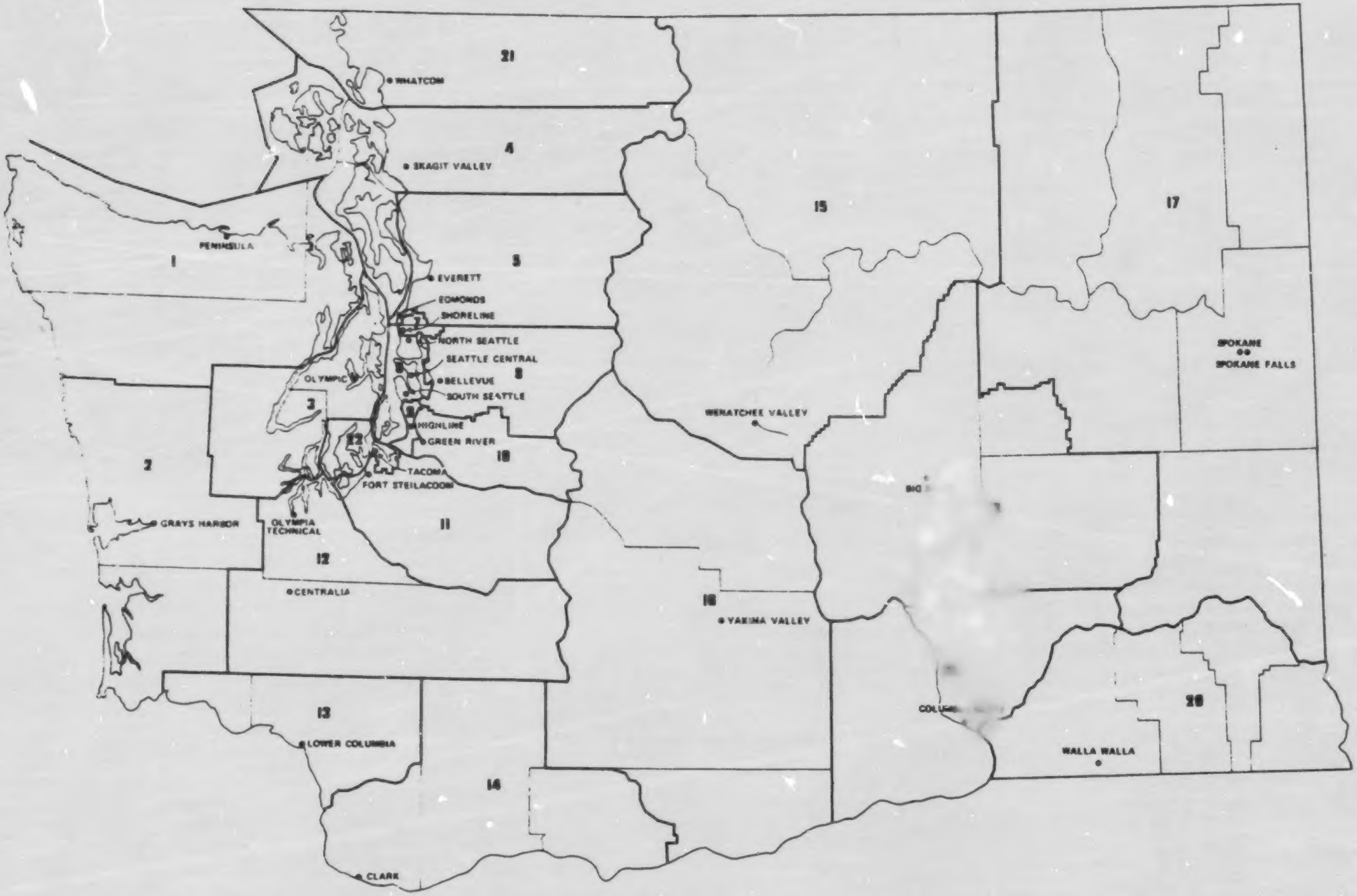
TABLE I-1: DISTRICTS & CAMPUSES

WASHINGTON COMMUNITY COLLEGES
FALL 1979

Dist.	College	Location	Counties Served	Date of Establishment	Enrollment (1979, Fall	
					Total	FTE
1	PENINSULA	Port Angeles	Jefferson, Clallam	1961	3740	1295
2	GRAYS HARBOR	Aberdeen	Grays Harbor, Pacific	1930	3248	1356
3	OLYMPIC	Bremerton	Kitsap, Mason	1946	8458	3534
4	SKAGIT VALLEY	Mt. Vernon	Skagit, San Juan, Island	1926	7639	3280
5	EDMONDS	Lynnwood	Snohomish	1967	7867	3203
	EVERETT	Everett		1941	9368	4054
6	NORTH SEATTLE	Seattle	City of Seattle and Vashon Island	1970	8873	4114
	SEATTLE CENTRAL			1966	10,633	6083
	SOUTH SEATTLE			1970	8119	3533
7	SHORELINE	Seattle	N.W. King, Snohomish (part)	1964	8242	4692
8	BELLEVUE	Bellevue	N.E. King	1966	10,681	4782
9	HIGHLINE	Midway	S.W. King	1961	10,292	5023
10	GREEN RIVER	Auburn	S.E. King	1965	7793	4100
11	FT. STEILACOOM	Steilacoom	Pierce (part)	1967	9302	5046
12	CENTRALIA	Centralia	Lewis,	1925	6550	2264
	OLYMPIA TECHNICAL	Olympia	Thurston	1970	4136	1698
13	LOWER COLUMBIA	Longview	Cowlitz, Wahkiakum	1934	4499	2154
14	CLARK	Vancouver	Clark, Skamania, Klickitat (part)	1933	9989	4870
15	WENATCHEE VALLEY	Wenatchee	Chelan, Douglas, Okanogan	1939	4177	1984
16	YAKIMA VALLEY	Yakima	Yakima, Kittitas, Klickitat (part)	1928	5733	2862
17	SPOKANE	Spokane	Spokane, Ferry, Stevens, Pend Oreille, Whitman, Lincoln (part)	1963	12,437	6765
	SPOKANE FALLS			1970	14,292	7128
18	BIG BEND	Moses Lake	Adams, Grant, Lincoln (part)	1962	2902	1097
19	COLUMBIA BASIN	Pasco	Benton, Franklin	1955	9930	3917
20	WALLA WALLA	Walla Walla	Walla Walla, Garfield, Columbia, Asotin	1967	5335	2619
21	WHATCOM	Whatcom County	Whatcom	1970	2938	1091
22	TACOMA	Tacoma	City of Tacoma, Pierce (part)	1965	7114	3735

SOURCE: SBCCE Publication, "The Washington Community College System", 1980.

FIGURE I-1: THE WASHINGTON COMMUNITY COLLEGE SYSTEM


21
WHATCOM
4
SKAGIT VALLEY
15
17
PENINSULA
1
5
EVERETT
EDMONDS
SHORELINE
NORTH SEATTLE
SEATTLE CENTRAL
8
BELLEVUE
SOUTH SEATTLE
OLYMPIC
3
HIGHLINE
GREEN RIVER
22
10
TACOMA
FORT STEILACOOM
2
GRAYS HARBOR
OLYMPIA TECHNICAL
11
12
CENTRALIA
WENATCHEE VALLEY
SPOKANE
SPOKANE FALLS
BIG
16
YAKIMA VALLEY
COLUMB
20
WALLA WALLA
13
LOWER COLUMBIA
14
CLARK

SOURCE: SBCCE Publication, "The Washington Community College System", 1980.

1.4 State, Federal and Societal Influences

When the community colleges sought separation from the common schools, they did not envision being constituted as state agencies coordinated under the supervision of a state board. That, however, was the net effect of the Community College Act of 1967. The colleges, quite naturally, have tended to feel constrained by the obligations this status placed upon them.

As state agencies, the colleges have found that they are subject to greater restrictions with respect to their fiscal operations including the budget-revision authority of the Governor. Greater scrutiny of their operations is also exercised by the Legislative Budget Committee and the Legislative Auditor. Particularly notable are the increased reporting requirements imposed on the colleges by various state agencies.

In 1969 following the emergence of the community college system, the state established and gave increasing responsibility to a higher education policy recommending body--now known as the Council for Postsecondary Education. This agency has exerted increasing influence over a number of college operations, namely sabbatical leave programs, exempt personnel salary increases, certain student financial aid programs, operating cost studies and the level of tuition and fees charged to students.

In a somewhat similar manner, the Commission for Vocational Education, which was established in 1967, exercises powers that affect community college operations. Principally this agency adopts regulations which place restrictions on the manner in which federal vocational education funds may be used at the campus level. In addition, the Commission rules affect the qualifications and certification of vocational education personnel employed by the colleges.

There are a number of external influences on salaries and employee benefits. Chief among these is the relatively recent legislative practice of mandating funded salary increase maximums and authorizing additional unfunded increases. The college districts are required by statute to negotiate salary increases with faculty bargaining groups. The Public Employment Relations Commission has a role in assisting such bargaining toward a successful conclusion. The State Employees' Insurance Board has authority to mandate which college employees shall receive employer-paid insurance benefits. The Higher Education Personnel Board exercises near absolute control over leave, promotion, pay, classification, and dismissal policies of classified personnel employed by the colleges.

There are numerous other state agencies that exert an influence on college operations. The State Auditor interprets regulations and statutes and through his examination reports exerts pressure to have college operations conform to these interpretations. The state's risk management program and self-insurance policy cause colleges to revamp existing insurance programs. The Data Processing Authority controls acquisition of equipment and services required for that purpose. The

State Board of Nursing and the State Library Board have authority to establish restrictions over certain operations of the colleges.

Federal legislation known as the "Buckley Amendment" deals with the confidentiality of certain student records. This statute defines the relationship between the student and the institution, at least with respect to the possible uses and disclosure of data identifying students.

One of the more recent federal influences is an amendment to the federal age discrimination act which prohibits retirement of public employees on the basis of age prior to age seventy. This act required most institutions to change retirement policies and adversely affects attempts to reduce the number of tenured faculty members through early retirement incentives.

The acquisition of federal grant and contract funds brings with it certain accounting and reporting requirements set forth by the various granting agencies. In addition, the federal government has enforced its anti-discrimination requirements through the threat of loss of such federal funding.

The first and most significant federal anti-discrimination law was Title VI of the Civil Rights Act of 1964 which prohibits discrimination on the basis of race, color, or national origin in programs or activities receiving federal financial assistance. This statute was the cornerstone of subsequent anti-discrimination laws.

Title IX of the Education Amendments of 1972 prohibits discrimination on the basis of sex in educational programs receiving federal financial assistance. Sub-part D of the Act outlines prohibitions on the basis of sex in academic, extra-curricular, research, occupational training, or other educational program, or activity operated by a covered federal fund recipient. This includes coverage of curriculum, counseling, financial aid and athletics.

Section 504 of the Rehabilitation Act of 1973 prohibits discrimination against handicapped persons in programs and activities receiving financial assistance. Sub-part C of this Act sets forth the central requirement of the regulation. All new facilities are required to be constructed so that they are readily accessible to and usable by handicapped persons. Every existing facility need not be made physically accessible, but all recipients must ensure that programs conducted in those facilities are accessible. While flexibility is allowed in making programs in existing facilities accessible, structural changes in such facilities must be undertaken if no other means of assuring program accessibility is available.

In 1979 the Office for Civil Rights issued final guidelines to provide guidance to the vocational education community as to what comprises a civil rights violation and how the civil rights statutes apply to vocational education. These regulations arose out of the 1977 Adams v. Califano court order.

The vocational education programs offered by community colleges are partially supported by federal funds that flow through the state's vocational education agency. Programmatic and operational requirements, as well as extensive data reporting, are mandated through this process. In addition, some of these funds may only be used for special programs or target groups, e.g., disadvantaged or handicapped students. Similarly, federal funds are available through the Superintendent of Public Instruction's Office for basic adult education programs (basic literacy skills), but are provided only if the institution refrains from charging tuition and fees to such students.

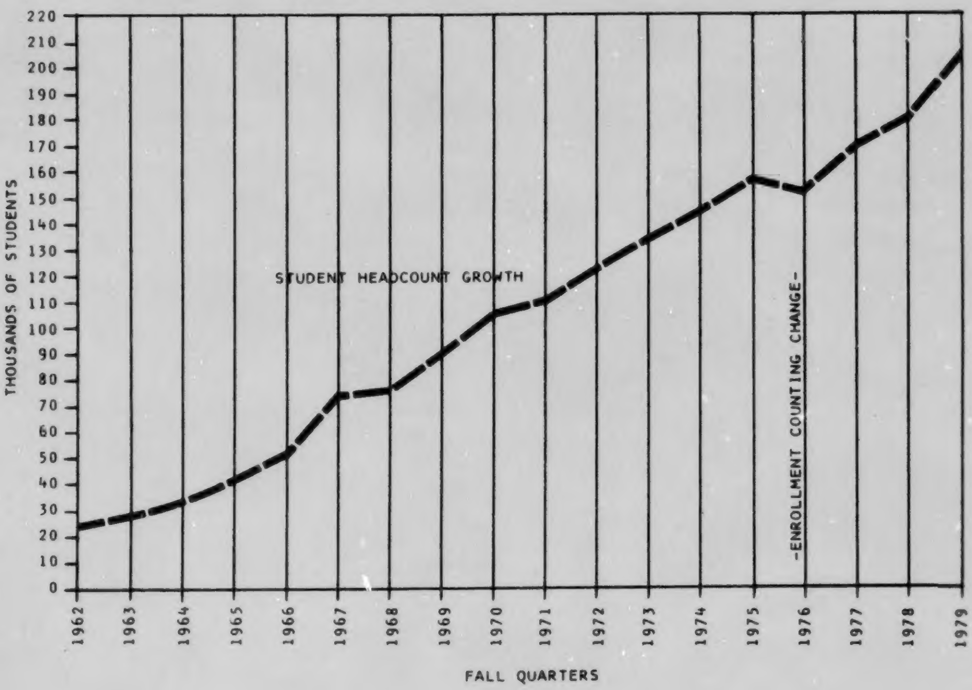
Another area of federal influence is the reporting of educational data to the National Center for Educational Statistics (Department of Education). This agency prescribes categories within which institutions must report data regarding their operations, enrollments, and facilities. The most recent reporting system mandated by NCES is the Vocational Education Data System (VEDS). In addition to influencing the nature and scope of available data, these requirements represent an added cost factor and a significant workload demand on institutions.

Along with the state and federal influences cited above, the community college system has been affected by major social and demographic changes since 1967. Historically, Washington has exhibited an irregular pattern of growth, with spurts of population increase followed by periods of very low or even no growth. Since 1973, however, the state has experienced a sustained period of continuous growth, which is unparalleled in its history. Minorities, women, and the elderly have turned to the community college as a vehicle to enter the workforce and improve their quality of life. Rapidly changing technology has imposed an increased demand for programs to assist in the maintenance and upgrading of job skills. Legislation increasing licensing and certification requirements has had similar effects. The rising cost of fuel and energy has prompted people to seek training and educational programs closer to home or programs taught through methods requiring less travel time. Inflation and rising unemployment have caused many people to seek the relatively inexpensive programs offered through the community college network.

1.5 Students

The total state population has grown approximately 15 percent since the Community College Act was signed in 1967. Community college enrollment (headcount) has increased more than 180 percent during the same time. Figure I-2 on the following page illustrates the rapid growth of community college enrollment. Headcount enrollment has increased nearly 700 percent since 1962. The sharp increase in 1977 and 1978 resulted largely from the surge of women into higher education and the influx of Indochinese refugees into community college "English as a Second Language" classes. The decline from 1975 to 1976 (4,822 students, or 3 percent) was due in part to the reduction in veteran enrollments attributed to a "peak-out" of Vietnam veterans who completed their GI benefits, new federal restrictions and to an improvement in the job market (community college enrollment growth tends to decrease when employment increases). Also contributing to the decline was a change in counting methodology mandated by the legislature which eliminated the counting of enrollments added after the tenth day of instruction for many community college courses.

FIGURE I-2: FALL QUARTER STUDENT HEADCOUNT
WASHINGTON COMMUNITY COLLEGES
1962 THROUGH 1979



SOURCE: MIS-1 Student Enrollment Reports, Fall Quarters.

Between 1970 and 1980 the growth in population has been spread throughout the state, as has the demand for community college services. Table I-2 on the following page displays district-by-district headcount enrollments since 1969. From this table one may conclude that demand for community college services has been substantial throughout the system.

TABLE I-2: STUDENT HEADCOUNT

WASHINGTON COMMUNITY COLLEGES
FALL QUARTERS 1969 THROUGH 1979

	DISTRICT AND COLLEGE	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979
		"8TH-DAY PLUS ADDS" COUNTING METHOD							"10TH DAY" COUNTING METHOD			
1	PENINSULA	1,409	1,641	1,420	1,763	2,233	2,525	2,917	2,579	3,026	3,135	3,74
2	GRAYS HARBOR	2,886	3,042	2,690	2,837	3,311	3,168	3,294	2,799	3,285	3,205	3,24
3	OLYMPIC	4,736	5,372	5,444	5,599	6,753	7,300	7,548	7,307	8,008	7,901	8,45
4	SKAGIT VALLEY	3,240	3,725	3,888	4,351	4,793	5,188	5,587	5,137	6,033	6,399	7,63
5	DISTRICT TOTAL	7,859	8,878	9,144	10,155	10,385	11,490	11,695	11,973	13,070	15,832	17,23
	EVERETT	5,181	5,731	5,867	6,643	6,776	7,284	6,882	6,921	7,361	8,746	9,3
	EDMONDS	2,678	3,147	3,277	3,512	3,609	4,206	4,813	5,052	5,709	7,086	7,86
6	DISTRICT TOTAL	13,617	14,317	15,989	16,016	17,722	18,538	20,220	19,815	21,017	23,052	27,62
	SEATTLE CENTRAL	13,617	8,282	8,031	7,992	8,198	8,474	8,689	8,127	8,715	8,757	10,63
	SEATTLE NORTH	--	4,326	5,180	5,012	5,471	5,651	6,405	6,328	6,637	7,889	8,87
	SEATTLE SOUTH	--	1,709	2,778	3,012	4,053	4,413	5,126	5,360	5,665	6,406	8,11
7	SHORELINE	4,289	5,665	6,883	7,718	7,332	7,489	7,568	7,530	7,824	8,160	8,24
8	BELLEVUE	4,577	6,219	6,104	6,871	7,073	7,545	7,952	7,825	8,992	9,600	10,68
9	HIGHLINE	6,379	7,417	7,370	8,042	8,769	8,363	8,953	8,220	8,246	9,404	10,29
10	GREEN RIVER	5,076	5,795	5,371	5,818	5,849	6,747	6,891	6,966	7,088	7,366	7,79
11	FORT STEILACOOM	1,774	3,369	4,327	4,408	7,585	8,388	9,170	9,074	10,031	9,177	9,30
12	DISTRICT TOTAL	2,492	3,099	4,654	5,806	6,185	6,679	7,265	7,467	8,188	9,237	11,09
	CENTRALIA	2,492	3,099	2,974	3,528	3,872	4,092	4,177	4,201	4,606	5,542	6,55
	OTCC	--	--	1,680	2,278	2,313	2,587	2,783	2,963	3,219	3,364	4,13
	GARRETT HEYNS	--	--	--	--	--	--	305	303	363	331	41
13	LOWER COLUMBIA	2,476	2,704	2,739	2,560	3,036	3,344	3,809	3,810	3,771	4,151	4,49
14	CLARK	4,012	5,282	5,149	5,777	6,267	5,755	7,846	8,147	9,229	8,881	9,98
15	WENATCHEE VALLEY	1,610	2,135	2,002	2,038	2,192	2,610	2,950	2,911	3,543	3,283	4,17
16	YAKIMA VALLEY	3,673	4,705	3,772	4,292	4,520	4,778	5,768	5,154	5,620	4,870	5,73
17	DISTRICT TOTAL	10,269	11,763	10,166	14,076	15,661	17,517	19,833	18,566	22,170	23,803	26,72
	SPOKANE	10,269	11,763	4,478	4,592	7,227	8,081	8,564	7,539	10,012	10,458	12,43
	SPOKANE FALLS	--	--	5,638	7,484	8,434	9,436	11,269	11,027	12,158	13,345	14,29
18	BIG BEND	1,289	1,100	1,197	1,352	1,613	1,978	2,260	2,010	2,596	2,762	2,90
19	COLUMBIA BASIN	3,682	4,157	4,288	4,574	5,267	5,735	5,403	5,489	6,845	7,351	9,93
20	WALLA WALLA	1,448	1,874	2,319	2,880	3,454	3,599	3,687	3,601	4,198	5,098	5,33
21	WHATCOM	--	357	691	1,167	2,078	2,406	2,157	2,490	2,397	2,433	2,93
22	TACOMA	4,808	6,063	5,422	4,759	5,585	5,641	6,593	5,684	5,891	5,822	7,11
	SYSTEM TOTALS	91,701	108,679	110,979	122,859	137,663	146,784	159,386	154,564	171,068	180,922	204,69
	ANNUAL PERCENT CHANGE	--	+18.51	+2.12	+10.70	+12.05	+6.62	+8.59	-3.03	+10.68	+5.76	+13.1
	CUMULATIVE PERCENT CHANGE*	246.79	310.99	319.60	364.62	420.60	455.10	502.75	484.52	546.94	584.20	674.1

SOURCE: SBCCE MIS-1 Student Enrollment Reports and MIS-2 Course Effort Reports.

NOTE: Figures include academic, occupational and community service students; all funding sources included; eighth-day plus adds counting methodology, 1969-75; rolling tenth-day counting methodology, 1976-79; totals may not add due to rounding.

*Cumulative percent change computed from 1962 (26,443).

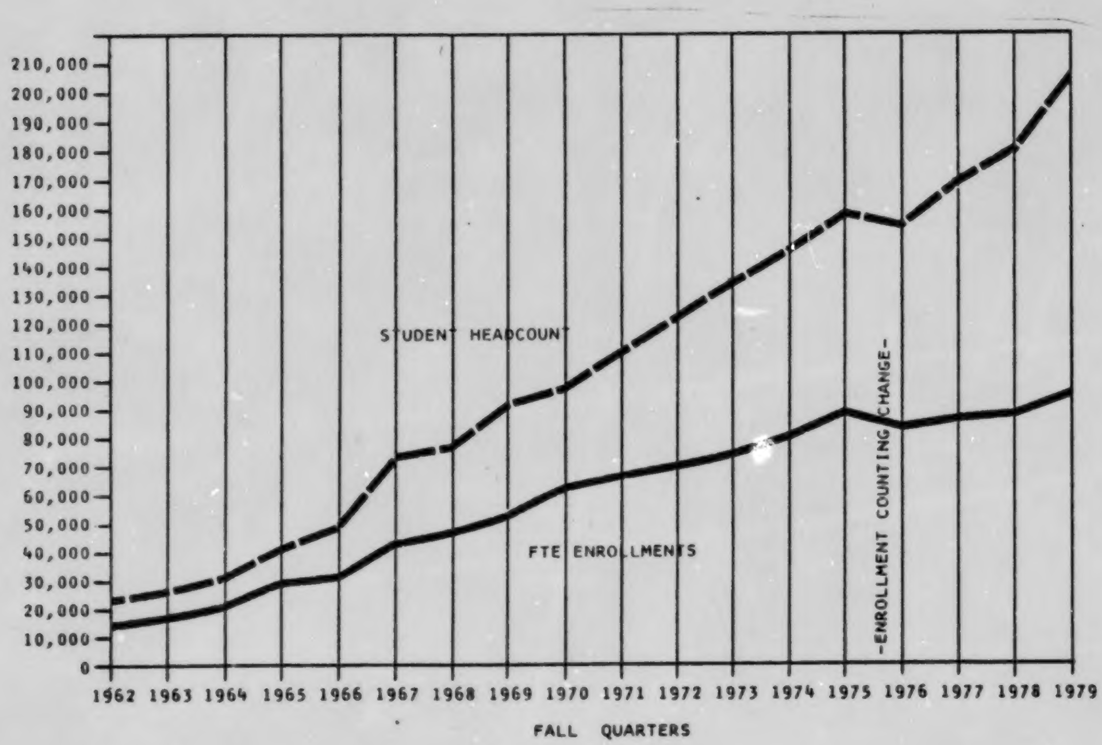
Another means for examining student enrollments is the full-time-equivalent (FTE) measure. FTE enrollments are derived by adding the total number of credit hours generated by students and dividing by 15 (15 credit hours are considered a typical full-time student load for one quarter).

Fall quarter FTE enrollments have been recorded over the years and have increased by more than 83 percent since 1969. The only decline in the upward trend occurred in 1976. This decline was due to the change in counting method, the improvement of the job market, and the reduction of veteran enrollments.

Headcount enrollment has grown at a faster rate than FTE enrollment, indicating a growing proportion of part-time students. Growth in part-time students was particularly prominent during Fall Quarters 1977, 1978 and 1979. Figure I-3 illustrates the difference in growth rate between headcount and FTE enrollments since 1962.

FIGURE I-3: COMPARISON OF HEADCOUNT AND FTE ENROLLMENT

WASHINGTON COMMUNITY COLLEGES
FALL QUARTERS 1962 THROUGH 1979



SOURCE: MIS-1 Student Enrollment Reports, Fall Quarters.

The number of part-time students rose to 67 percent of total enrollments in Fall Quarter 1979. The average student credit-hour load fell from 8.7 in 1975 to 7.4 in 1979 (see Table I-3 below).

Part-time students are defined for fee collection purposes as those enrolled for less than 10 credits. Full-time-equivalents are hypothetical students taking 15 credits per quarter.

The majority of part-time students are enrolled in the occupational supplemental and general studies (non-degree) areas. Full-time students are primarily enrolled in the occupational preparatory and academic transfer areas.

The decline in average credit load is associated with the fact that more older students are attending community colleges--persons who are usually working or homemakers and unable to carry a full load.

TABLE I-3: STUDENT HEADCOUNT BY CREDIT-HOUR LOAD

WASHINGTON COMMUNITY COLLEGES
FALL QUARTERS 1975 THROUGH 1979

CREDIT-HOUR LOAD CATEGORIES	FALL QUARTER									
	1975		1976		1977		1978		1979	
	N	%	N	%	N	%	N	%	N	%
9.9 Credits & Less	84,850	55.95	84,564	57.94	98,406	61.71	110,477	64.88	130,892	67.32
10.0 Credits & More	66,794	44.05	61,398	42.06	61,057	38.29	59,809	35.12	63,537	32.68
Subtotal: Acad. & Occup. Students	151,644		145,962		159,463		170,286		194,429	
Comm. Serv. Students	7,742		8,603		11,605		10,636		10,270	
Total Enrollment	159,386		154,564		171,068		180,922		204,699	
Average Credit Hour-Load	8.7		8.5		8.1		7.7		7.4	

SOURCE: SBCCE MIS-1 Student Enrollment Reports

NOTE: Percents are based on total academic and occupational students; all funding sources included; 8th-day plus adds counting methodology, 1975; rolling 10th-day counting methodology, 1976-79.

The average age of community college students is currently 29.8. In 1975, the average age was 28.6 (see Table I-4 below).

TABLE I-4: STUDENT HEADCOUNT BY AGE

WASHINGTON COMMUNITY COLLEGES
FALL QUARTERS 1975 THROUGH 1979

AGE GROUP	FALL QUARTER									
	1975		1976		1977		1978		1979	
	N	%	N	%	N	%	N	%	N	%
20 years old & below	37,275	24.58	36,651	25.11	37,186	23.32	37,706	22.14	40,215	20.68
21-29 years old	51,406	33.90	49,842	34.15	53,879	33.79	57,386	33.70	62,597	32.20
30 & over	51,360	33.87	46,818	32.08	55,784	34.99	62,146	36.50	71,319	36.68
30-39 years old	26,868	17.72	25,311	17.34	30,505	19.13	35,138	20.63	40,898	21.03
40-49 years old	14,023	9.25	12,319	8.44	14,245	8.94	15,269	8.97	16,743	8.61
50-59 years old	7,752	5.11	6,493	4.45	8,110	5.09	8,245	4.84	9,257	4.76
60 years old & above	2,717	1.79	2,695	1.85	2,924	1.84	3,494	2.05	4,421	2.27
Not indicated	11,603	7.65	12,651	8.67	12,614	7.91	13,048	7.66	20,298	10.44
Subtotal Acad. & Occup. Students	151,644		145,962		159,463		170,286		194,429	
Comm. Serv. Students	7,742		8,603		11,605		10,636		10,270	
Total Enrollment	159,386		154,564		171,068		180,922		204,699	
AVERAGE AGE	28.6		28.7		29.2		29.5		29.8	

SOURCE: SBCCE MIS-1 Student Enrollment Reports.

NOTE: All funding sources are included. Eighth-day plus adds counting methodology 1975; rolling 10th-day counting methodology 1976-79. The number of students in each age category are compared with the total academic and occupational students to give the indicated percentages.

Currently, of all students indicating their age, 77 percent are 21 years old or older; more than half of this same category are 30 years old or older.

A comparison between student age categories and student intent categories indicates that most of the academic transfer students are in the 20 years or younger group. Students between the ages of 20 and 29 are heavily clustered in the academic transfer, occupational preparatory and supplemental categories. The majority of students between the ages of 30 and 59 are attending for occupational supplemental purposes.

In response to the shifts in the student age pattern and reasons for attendance the community colleges have altered both the times and the locations of their program offerings. Table I-5 below is evidence that the system has attempted to respond to the need for convenient access. Currently, only 38 percent of all academic and occupational students attend day-on-campus courses. In 1975, 45 percent attended on-campus during the day.

TABLE I-5: STUDENT HEADCOUNT BY AGE AND TIME/LOCATION

WASHINGTON COMMUNITY COLLEGES
FALL QUARTERS 1975 THROUGH 1979

	HEADCOUNT BY COURSES OFFERED									
	DAY-ON-CAMPUS					ALL OTHER TIMES/LOCATIONS				
AGE CATEGORY	1975	1976	1977	1978	1979	1975	1976	1977	1978	1979
Less Than 21	26,931	26,400	25,764	25,820	26,932	10,362	10,251	11,422	11,886	13,283
21-24	13,010	12,760	12,714	12,843	13,229	12,227	12,330	14,079	15,152	16,432
25-29	9,857	9,131	9,276	9,874	10,495	16,319	15,621	17,810	19,517	22,441
30-39	8,402	7,436	8,358	9,636	10,916	18,470	17,875	22,147	25,502	29,982
40-49	4,089	3,542	3,931	4,386	4,655	9,936	8,777	10,314	10,883	12,088
50-59	2,006	1,482	1,940	2,012	2,205	5,768	5,011	6,170	6,233	7,052
60 AND OVER	492	498	501	798	1,054	2,226	2,197	2,423	2,696	3,367
NOT INDICATED	2,910	4,142	2,776	3,294	5,048	8,708	8,509	9,838	9,754	15,250
SUBTOTAL	67,697	65,391	65,260	68,663	74,534	83,996	80,571	94,203	101,623	119,895
PERCENT OF TOTAL (FOR EACH YEAR)	44.63%	44.80%	40.93%	40.32%	38.33%	55.37%	55.20%	59.08%	59.68%	61.66%
ANNUAL NO. CHANGE	+5,778	-2,306	-131	+3,403	+5,871	+4,501	-3,425	+13,632	+7,420	+18,272
ANNUAL % CHANGE	+9.33%	-3.41%	-0.20%	+5.21%	+8.55%	+5.06%	-4.08%	+16.92%	+7.88%	+17.96%

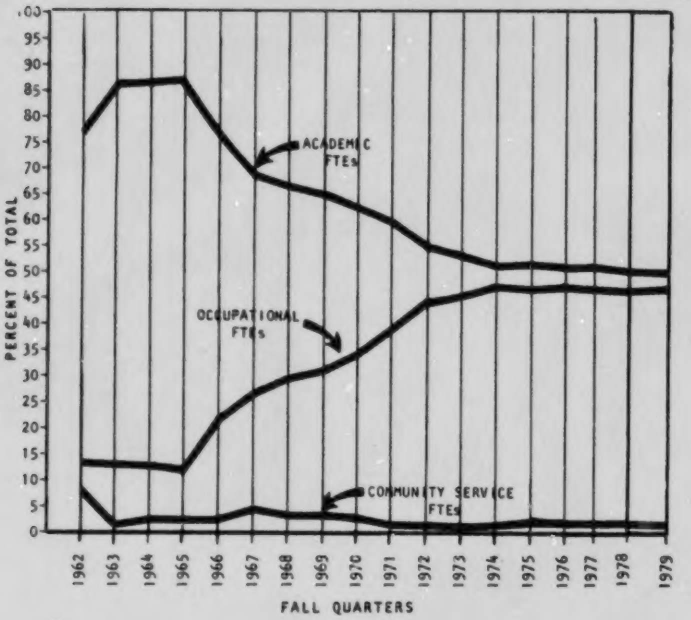
SOURCE: SBCCE MIS-1 Student Enrollment Report and MIS-2 Course Effort Report.

NOTE: All funding sources included.

This trend toward vocational education is not confined to the over-30-year-old cohort, but to the entire system. The demand for more occupational education has grown dramatically since 1962 when approximately 15 percent of community college course enrollments were occupational. By 1979, 48 percent of enrollments were occupational. This movement toward a "50-50" division of academic/vocational education is depicted by Figure I-4 which displays the percentage distribution of academic, occupational and community service FTE-student enrollments since 1962.

FIGURE I-4: FTE ENROLLMENTS

WASHINGTON COMMUNITY COLLEGES
FALL QUARTERS 1962 THROUGH 1979



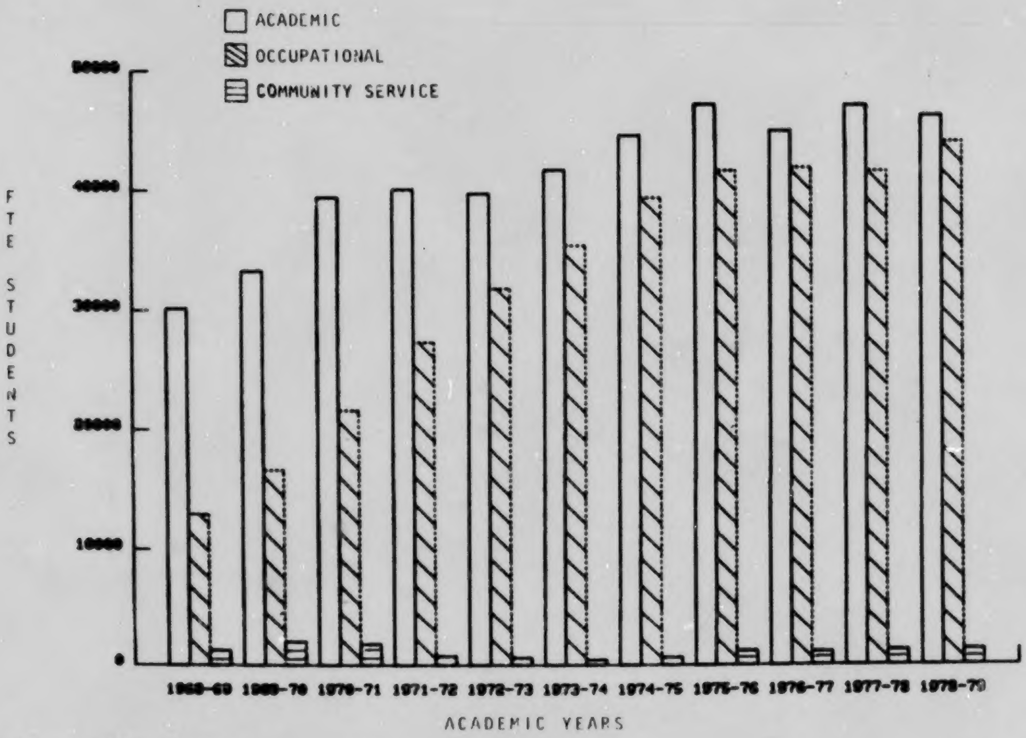
SOURCE: MIS-1 Student Enrollment Reports, Fall Quarters.

More graphic evidence of the redistribution of program offerings is provided by reviewing the system's annualized FTE enrollments over a period of time. State-supported annual FTE enrollments play a key part in the budgeting and planning process for the community college system. The primary workload variable for the community college budget is the annual average FTE student. The system is held accountable for its performance against the "contracted" enrollment levels. Operating budget allocations to college districts are based in part on the FTE allocations. Annualized FTE enrollments are derived by adding the student credit hours generated for each of the four quarters and dividing by a factor of 45.

Annualized FTEs have risen from 44,443 in the 1968-69 academic year to 91,531 FTEs for the 1978-79 academic year; an increase of 106 percent. Figure I-5, below, illustrates the spread between academic, occupational and community service FTEs. Once again the "50-50" trend is apparent.

FIGURE I-5: SYSTEM SUMMARY OF
ANNUALIZED FTE STUDENTS

WASHINGTON COMMUNITY COLLEGES
ACADEMIC YEARS 1968-69 THROUGH 1978-79



SOURCE: SBCCE MIS-1 Student Enrollment Report.

This change in educational emphasis was anticipated by the authors of the "founding study" for the community college system. In their report of June, 1966 the A. D. Little company stated:

> "While students in the colleges today have a strong orientation to academic and transfer education, in the years ahead it

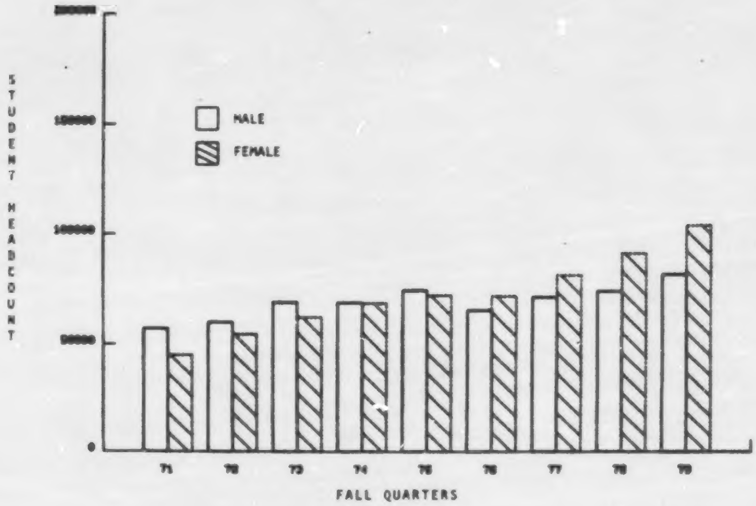
> seems likely that more and more students will be seeking occupational education in community colleges. We estimate that within the next two decades, almost half of all students will be enrolled in courses designed to meet their occupational needs. Obviously, much of this increase in occupational education will be accounted for by adults seeking continuing education which will enable them to meet the requirements of a changing economy characterized by an increasing pace of technological change. In the years ahead, therefore, community colleges must plan to meet the educational needs of adults as well as youth and the state can expect that there will be a growing demand for a broad range of educational programs of an occupational nature"[2].

Based upon this and other advice, the system planned for this shift in demand and met it.

Both in 1970 and in 1979 slightly more than half of the state's population was comprised of women. Although the state's sex ratio remained constant, Figure I-6 below displays the fact that the community college system experienced an increase in women students such that by fall 1979, 54 percent of the students were women.

FIGURE I-6: STUDENT HEADCOUNT BY SEX

WASHINGTON COMMUNITY COLLEGES
FALL QUARTERS 1971 THRU 1979



SOURCE: SBCCE MIS-1 Student Enrollment Report.

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[2] A Policy Plan for Community College Education in the State of Washington, Report to the Superintendent of Public Instruction. Arthur D. Little, Inc., June 30, 1966, p. 30.

Confirming the predictions of the Little report, the average age of community college students has continued to increase until it is nearly 30 today and the demand for occupational programs is dominated by the "older adult", i.e. other than 18 and 19 year-old freshmen. Table I-6 below presents student characteristics by student intent for Fall Quarter 1979. This information shows that occupational students are typically older than those freshmen in traditional programs and that in other than the occupational apprentice programs, women outnumber men in the vocational categories.

TABLE I-6: STUDENT CHARACTERISTICS BY STUDENT INTENT

WASHINGTON COMMUNITY COLLEGES
FALL QUARTER 1979

STUDENT INTENT	HEADCOUNT	PERCENT OF TOTAL	PERCENT MALE	AVERAGE AGE	PERCENT MINORITY
Gen. Stud., Degree/Cert.	11,841	6.09	44.76	26.9	8.93
Transfer, Non-Vocation	25,655	13.19	53.05	24.2	9.54
Adult Basic Education	5,107	2.62	45.09	30.0	24.39
High School/GED Cert.	4,720	2.42	45.93	22.1	10.44
Developmental	2,125	1.09	45.64	32.4	18.07
01 Agriculture	1,345	0.69	54.72	25.2	5.65
04 Dist. Ed/Mid.Mang.	3,242	1.66	43.89	28.0	7.18
07 Health Occupat.	3,810	1.95	10.57	27.3	5.90
09 Home/Fam.Gainful	1,325	0.68	14.94	29.9	11.62
14 Office Occupat.	6,479	3.33	25.40	27.0	8.75
16 Tech. Education	3,043	1.56	81.07	25.3	6.83
17 Trade/Industrial	8,446	4.34	73.13	26.0	9.86
18 Sheltered Work	110	0.05	50.90	33.6	1.81
Occup. Preparatory	27,800	14.29	47.14	26.8	8.26
Occup. Prep. Applicant	3,068	1.57	30.54	27.7	9.84
16 Tech. Education	54	0.02	81.48	26.8	7.40
17 Trade/Industrial	3,882	1.99	91.08	25.4	7.52
Occup. Apprentice	3,936	2.02	90.95	25.4	7.52
Occup. Supplemental	41,051	21.11	46.15	33.4	5.24
09 Home/Fam. Gainful	17,310	8.90	23.98	32.5	3.26
Occ.Home & Family Life	17,310	8.90	23.98	32.5	3.26
Gen. Stud., Non-Degree	32,082	16.50	31.08	34.1	4.38
Undecided	5,061	2.60	39.47	28.2	6.16
None of the Above	907	0.46	31.42	32.9	7.93
Not Reported	13,766	7.08	31.75	31.9	2.76
***SYSTEM TOTALS	194,429	100.00	42.02	29.8	6.90

SOURCE: MIS-1:03A, Student Enrollment Report, Fall 1979.

Between 1971 and 1979 the rate that persons attended community colleges increased from 30 students per 1000 persons living in Washington state to 50 students per 1000 persons. Of this increase only 12 percent was caused by changes in the age and sex structure of the state's population. Fully 88 percent of the increase in the participation rate was caused by an increase in the desire of the state's citizens to attend community colleges of which 70 percent is attributable to an increase in the participation rate of women. Table I-7 below summarizes these components of change.

TABLE I-7: PARTICIPATION RATE
(STUDENTS PER 1000 PERSONS)

WASHINGTON COMMUNITY COLLEGES
1971 THROUGH 1979

A. 1979 Participation Rate	= 49.7 per 1000 persons
B. 1971 Participation Rate	= 30.4 per 1000 persons
C. Change in Participation Rate from 1971 to 1979	= 19.3 per 1000 persons
1. Change due to state demographic shifts (11.9%)	= 2.3 per 1000 persons
2. Change due to increase in male participation (18.6%)	= 3.6 per 1000 persons
3. Change due to increase in female participation (69.5%)	= 13.4 per 1000 persons

SOURCE: State Census Data and SBCCE MIS-1 Data.

Most of the increase in women was among those 30 years old or older. Thus, the community colleges have been impacted by and have responded to the women's movement which emerged in the late sixties and gained momentum throughout the seventies. Programs for displaced homemakers, human development classes, women studies courses, women's centers, child-care services and training for women in traditionally male-dominated vocational programs are some of the ways community colleges have responded to the needs of women.

The number of ethnic minorities attending community colleges is nearly 7 percent of the total student population. The number of minority students has remained relatively constant since 1975, with an increase during 1979 due primarily to the increased enrollment of Southeast Asian refugees (from 2,865 in 1978 to 3,933 in 1979). However, in other minority groups, the percentage of enrollment has not kept pace with the percentage of the total population. The minority population of the community college system is displayed in Table I-8 below.

TABLE I-8: STUDENT HEADCOUNT BY ETHNIC BACKGROUND

WASHINGTON COMMUNITY COLLEGES
FALL QUARTERS 1975 THROUGH 1979

ETHNIC BACKGROUND	FALL QUARTER									
	1975		1976		1977		1978		1979	
	N	%	N	%	N	%	N	%	N	%
Asian or Pacific Islander	2,558	1.68	2,490	1.72	2,655	1.66	2,865	1.68	3,933	2.02
Black American	4,319	2.84	4,442	3.07	4,351	2.72	3,897	2.28	4,168	2.14
American Indian or Alaskan Native	2,615	1.72	2,180	1.50	2,324	1.45	2,433	1.42	2,628	1.35
Hispanic	2,625	1.73	2,359	1.63	2,346	1.47	2,516	1.47	2,690	1.38
SUBTOTAL	12,117	7.99	11,471	7.94	11,676	7.32	11,711	6.87	13,419	6.90
White, All Other	136,758	90.18	132,982	92.05	145,898	91.49	156,445	91.87	177,749	91.42
Non-resident Alien (Foreign Student)	2,769	1.82	1,509	1.04	1,889	1.18	2,130	1.25	3,261	1.67
Subtotal: Acad. & Occup. Students	151,644		145,962		159,463		170,286		194,429	
Comm. Serv. Students	7,742		8,603		11,605		10,636		10,270	
Total Enrollment	159,386		154,564		171,068		180,922		204,699	

SOURCE: SBCCE MIS-1 Student Enrollment Reports.

NOTE: All funding sources included; 8th-day plus adds counting methodology 1975; rolling 10th-day counting methodology, 1976-79.

The greatest minority student population is located in the Seattle community colleges. Yakima Valley, Olympic, Tacoma and Fort Steilacoom also have relatively large minority populations.

Various programs have been initiated or augmented in response to the needs of minority students on the campuses. Among them are minority affairs programs, ethnic studies and developmental studies. An illustration of the importance of developmental studies to minorities is the following excerpt from Table I-6 which was included earlier on page 18 and listed categories of students' reasons for attending college:

STUDENT INTENT	PERCENT OF TOTAL ENROLLMENT IN THIS CATEGORY	PERCENT OF CATEGORY WHICH ARE MINORITIES
Adult Basic Education	2.62	24.39
Developmental	1.09	18.07
High School/GED Certificate	2.42	10.44

1.6 Programs and Outputs

One tenet of the Community College Act is that "each community college district shall offer thoroughly comprehensive educational training and service programs". Currently the community colleges offer nearly 13,000 courses with more than 24,000 sections. Analysis of these offerings provides some insight into the "comprehensiveness" of the system.

Courses offered in Washington community colleges are classified according to subject matter (instructional effort) areas by using the Higher Education General Information Survey (HEGIS) coding structure. The taxonomy is divided into three major segments: (1) conventional academic subdivisions of knowledge; (2) technological and occupational curricula leading to associate degrees and other awards below the baccalaureate degree; and (3) community service course offerings. This coding structure provides the means to organize course sections into relatively homogeneous groups for the purpose of describing program offerings, and performing cost studies, budget development and allocation activities.

As discussed in the previous section, the system is moving toward a balance between academic and occupational offerings. On the following two pages are a chart showing the fourteen major instructional effort clusters (Table I-9) and graphs (Figure I-7) portraying the trends in each of the various course clusters of the major categories of academic and vocational instruction. From these graphs it may be seen that the majority of the academic clusters are in a steady state or experiencing some decline. The vocational clusters display increases in most instances. At any one point in time, the comprehensiveness of the system may be defined as the summation of these clusters and a description of their relative mix. To date the community college system is close to a "50-50" state of comprehensiveness.

TABLE I-9: INSTRUCTIONAL EFFORT CLUSTERS

WASHINGTON COMMUNITY COLLEGES
ACADEMIC YEARS 1974-75 THROUGH 1978-79

ACADEMIC Courses taught primarily for students whose goal is general education or transfer to a four-year institution.

Business Administration: Courses related to the organization, operation, administration, and control of private and public business organizations.

Science: Courses relating to agriculture and natural resources, architecture and environmental design, biological sciences, computer and information sciences, engineering, military sciences, and physical sciences.

Mathematics: Courses relating to the science of numbers and space configuration and their measurement, relationships and abstractions.

Social Sciences: Courses related to all aspects of human culture -- the behavior, interaction, organization and history of mankind; psychology; public affairs; and the theory and practice of home care including foods, home decoration, home management and child care.

Humanities: Courses relating to communication -- mass media, fine and applied arts, foreign languages, literature, philosophy, library science and interdisciplinary studies in the general liberal arts and sciences.

Health Education and Physical Education: Courses related to the safety and preservation of human life through knowledge and application of principles of health, physical activity and recreation.

Education: Courses related to preparing teachers for public schools and colleges.

Developmental Education: Courses related to elementary and secondary school subjects, English as a second language, and the development of special skills prerequisite to some college level courses.

VOCATIONAL Technical and occupational curricula leading to associate degrees and certificates below the baccalaureate level. Courses provide training to prepare persons for their first job or to provide upgrading skills for those presently employed.

Business & Commerce Technologies: Includes courses associated with the development of skills required for commercial, business or secretarial occupations at the semi-professional level.

Data Processing Technologies: Courses relating to the development of skills required for data processing occupations at the semi-professional level.

Health Services & Paramedical Technologies: Courses associated with the development of skills required for health service occupations.

Mechanical & Engineering Technologies: Courses relating to the development of skills required for mechanical and engineering-related occupations such as engineering graphics, architectural drafting, welding, nuclear technologies, etc.

Natural Science Technologies: Courses associated with development of skills required for natural science-related occupations such as agriculture, food service, marine and oceanographic technologies, etc.

Public Service Technologies: Includes courses relating to law enforcement, recreation and social work, fire control, public administration, public service, etc.

Occupational Support: Courses that serve more than one occupational program such as industrial first aid, mathematics and science, business & management, occupational teacher education/curriculum development, etc.

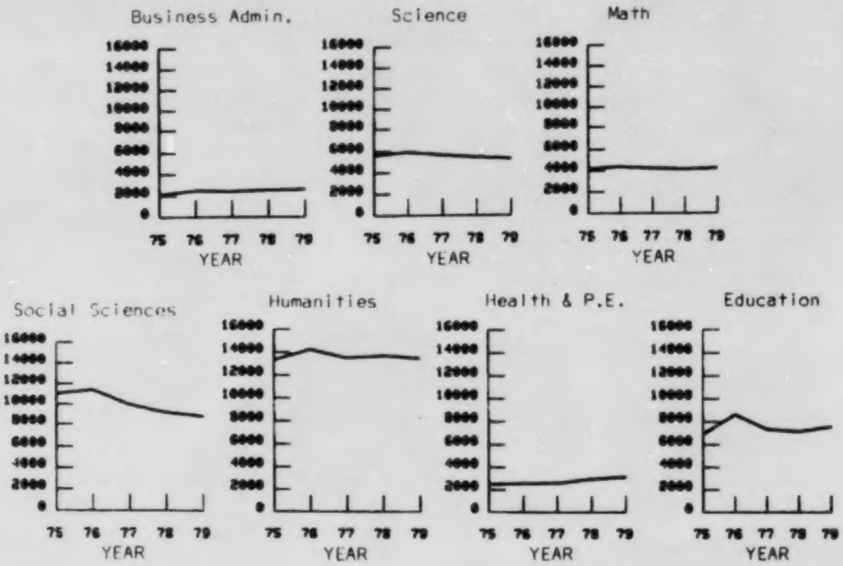
COMMUNITY SERVICE: Courses or activities which may carry no credit and are established for the purpose of meeting community avocational needs; typically not applicable to degrees, diplomas or certificates.

SOURCE: MIS-2 Reporting Requirements.

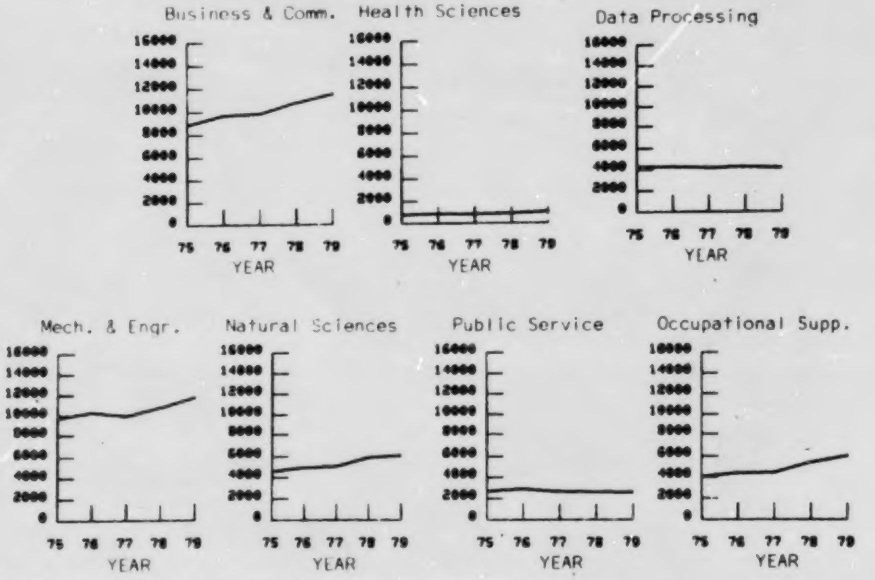
FIGURE I-7: INSTRUCTIONAL EFFORT TRENDS BY ANNUALIZED AVERAGE FTES

WASHINGTON COMMUNITY COLLEGES
ACADEMIC YEARS 1974-75 THROUGH 1978-79

ACADEMIC



OCCUPATIONAL



SOURCE: SBCCE MIS-2.(Actual vs Formula Reports)

NOTE: Includes state-supported effort only. 1974-75 and 1975-76 numbers adjusted to account for the course coding effort initiated in 1976-77.

Another dimension of comprehensiveness is the dispersion of the approximately 800 vocational programs offered by the community colleges throughout the state--that is,the distribution of program opportunities (see Table I-10 below).

From Table I-10 it may be observed that vocational programs are well distributed throughout the state and according to population density (for more detail see Appendix A). These programs provide training which leads to more than 180 different occupations. In addition, many of these programs offer a variety of options. For example, a mid-management program might offer options in food service management, marketing, real estate and general business. Community colleges attempt to keep their programs current with the needs of their students and communities. Hence, new programs are added frequently and obsolete programs are dropped. The State Board for Community College Education coordinates these activities in order to maximize levels of service while minimizing costly program duplication.

TABLE I-10: DISTRIBUTION OF VOCATIONAL PROGRAMS BY AREA

WASHINGTON COMMUNITY COLLEGES
1979

AREA	NUMBER OF VOCATIONAL PROGRAMS
North Puget Sound	110
Puget Sound	256
N.W. Washington	96
S.W. Washington	136
N.E. Washington	165
S.E. Washington	87
TOTAL	850

SOURCE: SBCCE Vocational Education Division Files.

"Comprehensiveness of program opportunity" is further enhanced by the fact that all but one of the 27 colleges offer academic transfer programs. Through these conveniently-located programs approximately 25,000 persons pursue the first two years of their college career each quarter. Many students enter community colleges without their high school diplomas and enroll in the High School Completion program. Such programs are provided by all districts and add to the comprehensiveness of community college offerings.

A further measure of the comprehensiveness of the system may be obtained through an analysis of the formal outputs of the colleges, e.g., degrees, certificates and placements. More than 4,000 high school diplomas or certificates were granted by Washington community colleges during Academic Year 1978-79. Table I-11 below illustrates the data for this program over a five-year period.

TABLE I-11: HIGH SCHOOL DIPLOMAS GRANTED

WASHINGTON COMMUNITY COLLEGES
ACADEMIC YEARS 1974-75 THROUGH 1978-79

	ACADEMIC YEAR				
DISTRICT AND COLLEGE	1974-75	1975-76	1976-77	1977-78	1978-79
1 PENINSULA	0	0	0	0	0
2 GRAYS HARBOR	18	21	15	20	17
3 OLYMPIC	915	943	618	123**	74
4 SKAGIT VALLEY	72	83	69	91	28
5 EVERETT/EDMONDS	108	108	80	112	102
6 SEATTLE	112	82	76	55	46
7 SHORELINE	110	121	96	109	92
8 BELLEVUE	44	38	23	35	45
9 HIGHLINE	163	113	116	118	119
10 GREEN RIVER	36	53	51	44	39
11 FORT STEILACOOM	519	558	564	361	195
12 CENTRALIA/OTCC/ GARRETT HEYNS	29	97	49	84	93
13 LOWER COLUMBIA	39	26	52	18	35
14 CLARK	43	55	77	148	126
15 WENATCHEE VALLEY	8	19	10	12	10
16 YAKIMA VALLEY	0	3	4	5	9
17 SPOKANE	75	86	110	18	39
18 BIG BEND	0	1	0	0	0
19 COLUMBIA BASIN	14	17	15	21	15
20 WALLA WALLA	16	17	25	17	9
21 WHATCOM	17	9	13	13	11
22 TACOMA	171	146	110	116	122
SYSTEM TOTALS	2,509	2,596	2,173	1,520**	1,226
ANNUAL PERCENT CHANGE	11.66%	3.47%	-16.29%	-30.05%	-19.34%
*ESTIMATED CERTIFICATES GRANTED BY LOCAL HIGH SCHOOLS BASED ON COMMUNITY COLLEGE CREDITS	1,562	2,057	1,271	2,378	2,788

SOURCE: SBCCE Incidental Surveys (1975-79).

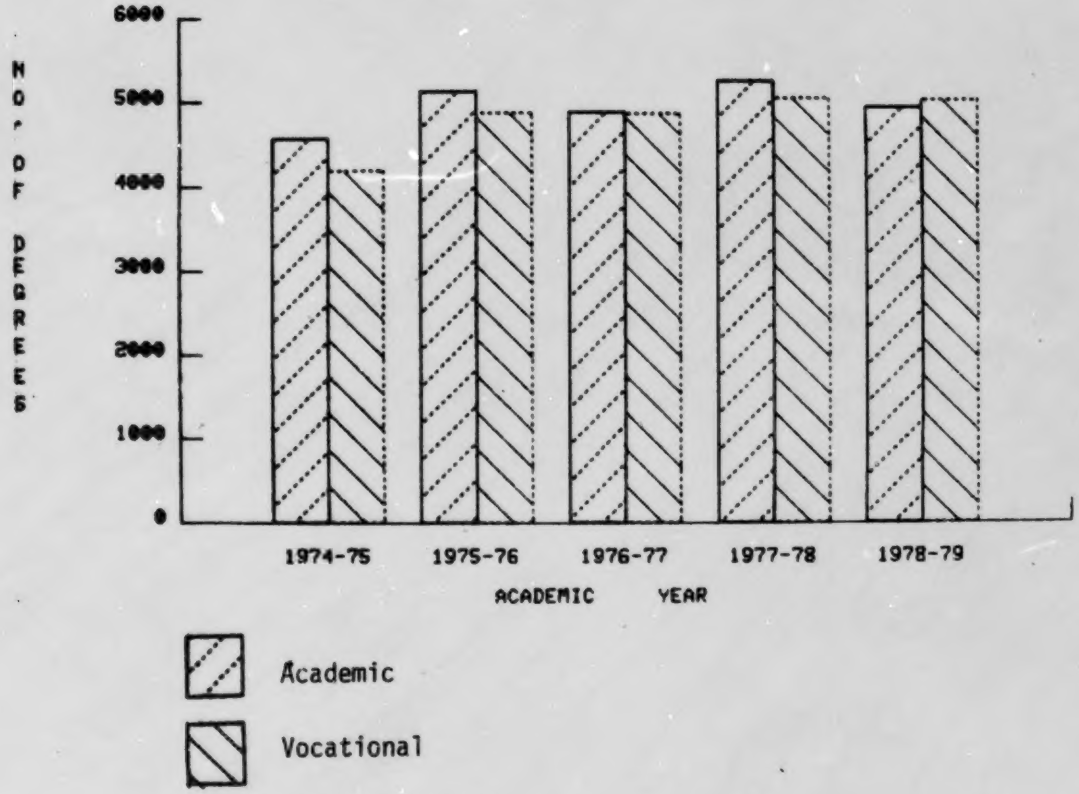
*Diplomas granted by local high schools based on credits earned at community colleges.

**Decrease attributed to elimination of Olympic College "Prep" Program.

Many community college students elect not to complete associate degrees, but rather to complete those courses which will apply toward their long-range goals, be they four-year degrees, advanced job classification, job satisfaction, or improved quality of life. Even so, close to 10,000 associate degrees are awarded annually. Figure I-8 below shows their distribution.

FIGURE I-8: DISTRIBUTION OF ASSOCIATE DEGREES CONFERRED BY FIELDS OF STUDY

WASHINGTON COMMUNITY COLLEGES
ACADEMIC YEARS 1974-75 THROUGH 1978-79



SOURCE: Council for Postsecondary Education.

Further analysis of the vocational output reveals the fact that some students leave programs before completion but with marketable skills. Table I-12 below presents an in-depth analysis of vocational "completers" and tracks their placement. From 1973-74 to 1977-78 there was an increase in those students who complete their programs. Also students from 1977-78 were more likely to be placed in their field of preparation than were their counterparts from 1973-74.

TABLE I-12: COMPLETIONS AND PLACEMENTS OF OCCUPATIONAL STUDENTS

WASHINGTON COMMUNITY COLLEGES
ACADEMIC YEARS 1973-74 THROUGH 1977-78

		ACADEMIC YEAR									
		1973-74		1974-75		1975-76		1976-77		1977-78	
		N	%	N	%	N	%	N	%	N	%
COMPLETIONS	STUDENTS COMPLETING PROGRAMS[1]	7,801	60	7,748	67	8,336	73	8,305	68	9,213	81
	STUDENTS LEAVING WITH MARKETABLE SKILLS PRIOR TO COMPLETION[2]	5,200	40	3,777[9]	33	3,060[9]	27	3,849[9]	32	2,223[9]	19
	TOTAL STUDENTS EXITING FROM VOCATIONAL PROGRAMS	13,001		11,525*		11,396*		12,154*		11,436	
PLACEMENTS	STUDENTS KNOWN TO BE AVAILABLE FOR PLACEMENT:										
	Employed in Occupation[3]	6,418	82	5,568	77	6,801	84	6,609	77	7,660	85
	Employed in Another Field[4]	871	11	862	12	820	10	1,431	17	1,025	11
	Unemployed[5]	531	7	816	11	467	6	523	6	345	4
	Subtotal	7,820		7,246		8,088		8,563		9,030	
	STUDENTS NOT AVAILABLE FOR PLACEMENT DUE TO:										
	Continuing Education[6]	1,153	76	1,271	73	1,123	76	878	72	772	68
	Other Reasons[7]	359	24	460	27	357	24	336	28	362	32
	Subtotal	1,521		1,731		1,480		1,214		1,139	
	STUDENTS NOT LOCATED[8]	3,669		2,548		1,828		2,377		1,267	

SOURCE: SBCCE MIS-481, 1973-74 thru 1977-78.

[1] The number of students who successfully completed the required sequence for vocational instruction in their program of study.

[2] Students who terminated their training in a program prior to normal completion time but gained marketable skills and are employed full-time in the fields for which they were trained.

[3] Exiting students employed full-time in the field for which they were trained or a closely related field.

[4] Students employed in an occupation not related to the field in which they were trained or who are employed part-time in the field for which they were trained.

[5] Students available for (and seeking) employment, but were unemployed at the time of the report.

[6] Students who have completed programs but are continuing education at a higher level.

[7] "Other Reasons" include those students not available for placement due to death, illness, by choice, or those in the armed forces who are serving in a specialty not related to their training.

[8] Students who could not be located for this follow-up study.

[9] Prior to 1974-75, this category included all students exiting with marketable skills. Beginning in 1974, the definition of these students was revised to include only those leaving with marketable skills and employed full-time in the field for which they were trained.

*Note that the apparent decrease in 1974-75, 1975-76, and 1976-77 exiting students over 1973-74 is due to federal reporting changes in definition of "early exits".

1.7 Personnel

Washington community colleges employ more than 3,300 full-time administrators, instructors, librarians, counselors and other professional personnel; nearly 5,700 part-time faculty; and more than 2,900 classified and paraprofessional staff members. Total employment is approximately 12,000.

Community college classified staff are governed by the Higher Education Personnel Board (HEPB) which provides a system of personnel administration for higher education institutions based on merit principles (Chapter 251-04 WAC). The HEPB is charged with developing rules for recruiting, training and fair treatment of applicants and employees without regard to political affiliation, race, color, national origin, sex or religious creed, and with proper regard for privacy and constitutional rights. The HEPB is composed of three members appointed by the Governor, subject to confirmation by the Senate, who serve six-year terms.

Data describing the classified staff were first collected in 1973; since that time the classified population has increased by more than 50 percent from 1,831 to over 2,800. This parallels the student headcount increase of better than 50 percent from 1973 to 1979, major increases in state and federal reporting requirements and substantial increases in physical plant maintenance responsibilities. Table I-13 compares Fall 1973 with Fall 1979 statistics and indicates that the colleges are still utilizing mostly full-time employees. This is in contrast with the instructional staff where, since 1971, the increase in part-time faculty has been greater than 90 percent (see Table I-14 on the following page).

TABLE I-13: SUMMARY OF PERSONNEL CHARACTERISTICS
HEPB - CLASSIFIED STAFF
(HEADCOUNT)

WASHINGTON COMMUNITY COLLEGES
FALL QUARTERS 1973 AND 1979

	HEADCOUNT		
	1973	1979	Percent Change
Full-time	1,664	2,569	54.4
Part-time	167	232	38.9
Male	552	878	59.0
Female	1,279	1,923	50.4
Minority	167	256	53.3
Non-Minority	1,664	2,545	52.9
TOTAL	1,831	2,801	53.0

SOURCE: SBCCE MIS-7 Personnel Reports.

TABLE I-14: SUMMARY OF PERSONNEL CHARACTERISTICS FACULTY AND ADMINISTRATIVE STAFF (HEADCOUNT AND FULL-TIME-EQUIVALENTS)

WASHINGTON COMMUNITY COLLEGES
FALL QUARTERS 1971 AND 1979

	HEADCOUNT & FULL-TIME-EQUIVALENT		
	1971	1979	Percent Change
Full-time			
Headcount	2,544	3,376	32.7
FTEs	2,521	3,328	32.0
Part-time			
Headcount	3,011	5,732	90.4
FTEs	896	1,733	93.4
Others*			
Headcount	52**	181	--
FTEs	0**	86	--
TOTAL			
Headcount	5,607	9,289	65.7
FTEs	3,417	5,147	50.6

SOURCE: SBCCE MIS-6 Personnel Reports.

*Includes paraprofessionals, persons on sabbatical and sick leave.

**Heads for 1971 included only sabbatical leave and no FTE information is available.

The colleges have opted to utilize more part-time faculty for two major reasons: economics and flexibility. Generally, part-time pay scales are lower than full-time and part-timers are very often employed on a quarterly basis, permitting staffing patterns to be more responsive to student volume and course demand.

Generally, each college employs and certifies its own professional staff in accordance with minimum standards adopted by the State Board for Community College Education. Professional personnel who perform services for which advanced degrees are normally required must hold the equivalent of a master's degree; those engaged in vocational education or other fields in which academic degrees are not normally required must have broad and comprehensive work experience in their fields of specialization, but may not have less than two years' work experience in any case.

Community college faculty are eligible for the award of tenure by district boards of trustees after a probationary period of up to three years, during which time their performance is evaluated by review committees composed of administrators, faculty members and students. Administrative exempt employees are those engaged in management activities who are excluded from the civil service laws administered by the Higher Education Personnel Board.

Demographic information is collected on full-time annual and extended contract professionals. Table I-15 below displays the demographic changes for this group between Fall Quarters 1971 and 1979. It may be observed from this table that major changes have occurred among females, minorities and in non-tenured positions. Affirmative action programs partially account for the greater increases among women and minority professionals. Each community college district board of trustees and the State Board for Community College Education have adopted an Affirmative Action Program, based on guidelines issued by the U.S. Department of Health, Education and Welfare. Goals reflected in these programs have been to increase female and/or minorities in professional positions.

TABLE I-15: SUMMARY OF PERSONNEL CHARACTERISTICS
FULL-TIME FACULTY AND ADMINISTRATIVE STAFF*
(DEMOGRAPHICS)

WASHINGTON COMMUNITY COLLEGES
FALL QUARTERS 1971 AND 1979

	1971	1979	PERCENT CHANGE
HEADCOUNT	2,521	3,144	24.7
SEX			
Male	1,854	2,143	15.6
Female	667	1,001	50.1
ETHNICITY			
Minorities	132	194	47.0
Non-minorities	2,389	2,950	23.5
TENURE STATUS			
Tenured	1,693	1,826	8.0
Probationary	399	589	47.6
Nontenured**	429	729	69.2

SOURCE: SBCCE MIS-6 Personnel Reports.

*Full-time annual and extended contract only, excludes quarterly full-time professionals.

**Includes those professionals who are tenured in non-tenured positions, e.g. administrators with faculty tenure.

The major increase in non-tenured positions, administrators for the most part, reflects the system's adjustment to state and federal pressures for tighter management, as well as increased numbers of students and staff. Considering the 27 colleges and four district offices, a rough estimate of administrators per management unit would be 729 divided by 31, or 23.5 administrators per unit. The 729 administrators are responsible for managing more than 12,000 employees, and annual budgets totalling close to $200,000,000.

One last consideration in the area of personnel deals with salaries and professional negotiations. In 1971, the legislature passed a law providing for professional negotiations between local boards of trustees and organizations elected to represent faculty. Salaries, sabbatical leaves, conditions of employment, curriculum and other academic matters are negotiable. Most of the community colleges' faculties are represented by either the Association for Higher Education, an affiliate of the Washington Education Association, or the Washington State Federation of Teachers, an affiliate of the American Federation of Teachers, AFL-CIO.

Much of the negotiations for salaries have been preempted by legislatively-set salary increase rates. Table I-16 below provides a ten-year comparison for the average base salary for 9-month professional personnel.

TABLE I-16: AVERAGE BASE SALARIES

ANNUALLY CONTRACTED (9-MONTH)
PROFESSIONAL PERSONNEL

WASHINGTON COMMUNITY COLLEGES
ACADEMIC YEARS 1969-70 AND 1979-80

The following data reflects all individuals in nine-month contracts (160-184 service days), including teaching faculty as well as non-teaching faculty such as librarians, counselors, etc. All fund sources are included (both state-supported and sponsored programs). This salary data should not be used to compute salary percentage increases. It does not take into consideration attrition, mid-year increments, or individuals on sabbatical from one year to another.

		AVERAGE BASE SALARY	
DISTRICT AND COLLEGE		1969-70	1979-80
1	PENINSULA	$10,967	$20,893
2	GRAYS HARBOR	11,548	21,825
3	OLYMPIC	11,320	21,270
4	SKAGIT VALLEY	11,256	20,063
5	DISTRICT TOTAL	11,901	20,919
	EVERETT	--	21,364
	EDMONDS	--	20,206
6	DISTRICT TOTAL	11,544	21,071
	DISTRICT OFFICE	--	20,215
	SEATTLE CENTRAL	--	21,639
	SEATTLE NORTH	--	21,296
	SEATTLE SOUTH	--	20,206
7	SHORELINE	11,176	20,991
8	BELLEVUE	11,818	21,011
9	HIGHLINE	11,249	20,738
10	GREEN RIVER	11,798	22,443
11	FORT STEILACOOM	11,981	19,610
12	DISTRICT TOTAL	--	20,626
	CENTRALIA	11,307	21,479
	OTCC	NA	19,833
	GARRETT HEYNS	NA	18,605
13	LOWER COLUMBIA	10,960	19,801
14	CLARK	10,806	20,832
15	WENATCHEE VALLEY	10,854	19,841
16	YAKIMA VALLEY	11,594	21,868
17	DISTRICT TOTAL	11,032	20,462
	DISTRICT OFFICE	--	20,631
	SPOKANE	--	20,075
	SPOKANE FALLS	--	20,982
18	BIG BEND	9,806	20,494
19	COLUMBIA BASIN	11,059	20,329
20	WALLA WALLA	9,916	17,958
21	WHATCOM	NA	18,093
22	TACOMA	12,513	22,998
SYSTEM TOTALS		$11,355	$20,811

SOURCE: SBCCE MIS-6 Personnel Reports.

1.8 Facilities

Since 1967, close to 5,000,000 gross square feet have been added to the facility inventory of the community college system, more than doubling the space in campus facilities used by the system. The majority of this added space (68 percent) may be categorized as instructional, followed by office/support space (17 percent) and library space (8 percent). Table I-17 below summarizes this information and provides an estimate of the dollars invested and space attained by type of space.

TABLE I-17: SUMMARY OF FACILITIES
ON-CAMPUS CONSTRUCTION

WASHINGTON COMMUNITY COLLEGES
1967 TO 1980

TYPE	ESTIMATED COST	GROSS SQUARE FEET	PERCENT
Instructional	$ 96,163,600	3,302,559	67.9
Library	17,235,085	368,280	7.6
Physical Education	6,931,111	251,509	5.2
Residential	1,307,093	NA	NA
Office/Support	25,372,591	809,711	16.6
Warehouse/ Maintenance	2,161,345	86,082	1.8
Performing Arts	1,600,063	39,403	0.8
Utility	570,605	6,202	0.1
TOTAL	$151,341,493	4,863,746	100.0

SOURCE: SBCCE, MIS-3 Facility Inventory File, 1979.

Most community college capital projects are financed by state general obligation bonds repaid from student tuition. Under Referendum 31, 50 million dollars of bond proceeds for such projects are being supported by the state general fund. Each district submits its biennial capital request to the State Board, where it is analyzed in terms of formulas for determining space needs and construction costs. This is accomplished by use of a Capital Analysis Model (CAM) which compares available facilities with future space needs based on projected day-on-campus enrollment. Qualified projects are then prioritized by the State Board and submitted to the Governor for review and incorporation into the capital request to the legislature. The legislature then appropriates capital funds on a project-by-project basis. Each project authorized by the legislature must also be approved by the State Board. Table I-18 on the following page displays capital project appropriations over the last few years.

TABLE I-18: APPROPRIATIONS OF CAPITAL FUNDS (EXCLUDING RE-APPROPRIATIONS)

WASHINGTON COMMUNITY COLLEGES
FISCAL YEARS 1974 THRU 1978

DISTRICT AND COLLEGE	1974	1975	1976	1977	1978	1979	1980
1 PENINSULA	26,410	692,000	--	179,750	--	500,000	--
2 GRAYS HARBOR	--	--	--	9,950	--	53,100	--
3 OLYMPIC	30,719	1,508,000	1,095,012	1,049,550	--	559,300	--
4 SKAGIT VALLEY	--	--	--	18,900	--	222,200	--
5 DISTRICT TOTAL	166,299	5,106,000	3,147,027	27,200	--	--	--
EVERETT	101,562	2,894,000	2,624,299	8,600	--	--	--
EDMONDS	64,737	2,212,000	522,728	17,600	--	--	--
6 DISTRICT TOTAL	24,229	1,002,000	8,375,015	1,168,050	--	3,401,000	--
SEATTLE NORTH	--	--	--	20,600	--	64,000	--
SEATTLE CENTRAL	--	116,000	2,351,339	1,133,900	--	267,000	--
SEATTLE SOUTH	24,229	886,000	6,023,676	13,550	--	3,070,000	--
7 SHORELINE	46,133	1,746,000	1,023,464	--	--	2,443,700	--
8 BELLEVUE	--	--	--	492,950	--	1,553,000	--
9 HIGHLINE	--	344,000	8,199,078	146,350	--	356,400	--
10 GREEN RIVER	40,216	1,320,000	430,208	103,450	--	231,700	--
11 FORT STEILACOOM	24,936	1,205,000	1,241,226	133,150	--	--	--
12 DISTRICT TOTAL	1,604,377	24,000	391,973	123,250	--	4,180,000	--
CENTRALIA	--	24,000	391,973	123,250	--	3,528,000	--
OTCC	1,604,377	--	--	--	--	652,000	--
13 LOWER COLUMBIA	79,967	2,653,000	--	18,050	--	4,925,500	--
14 CLARK	--	75,000	1,684,365	798,550	--	3,283,200	--
15 WENATCHEE VALLEY	--	--	--	3,450	--	293,100	--
16 YAKIMA VALLEY	22,839	579,000	--	233,700	--	390,000	--
17 DISTRICT TOTAL	360,592	15,545,000	--	70,450	--	--	--
SPOKANE	282,957	11,889,000	--	3,250	--	--	--
SPOKANE FALLS	77,635	3,656,000	--	67,200	--	--	--
18 BIG BEND	--	4,000	52,287	105,750	--	--	--
19 COLUMBIA BASIN	48,272	1,655,000	--	6,550	--	--	--
20 WALLA WALLA	23,059	1,620,725	--	373,000	--	133,800	--
21 WHATCOM	--	--	--	--	--	175,500	--
22 TACOMA	--	--	--	18,950	--	1,074,500	--
EMERGENCY, MINOR AND CONTINUING PROJECTS	--	2,398,000	846,349	825,000	--	1,300,000	--
HANDICAPPED ACCESS	--	--	--	--	--	4,329,000	--
INFLATION SUPPLEMENT	2,146,591	--	--	--	--	--	--
PREPLANNING/MASTER PLANNING	--	65,000	--	--	--	200,000	--
CMC/RMI[1]	--	--	--	902,047	964,953	974,500	974,500
SYSTEM TOTALS	4,640,639	37,541,725	26,486,004	6,807,047	964,953	57,579,500	974,500

SOURCE: SBCCE Financial Division.

[1] Repairs and minor improvements.

By Fall of 1979, the facilities inventory for the system had reached a total of more than 8,000,000 gross square feet. All but one college, Whatcom, has a campus of more than 100,000 gross square feet. (Whatcom is a college which utilizes leased facilities and has no central campus. Table I-19 below provides a district-by-district summary of square footage now owned and leased by each. Those spaces which are off-campus but owned by the colleges are generally facilities which were retained for instructional purposes at the time of separation from the public school system in 1967. Also some of the off-campus owned space is federal surplus property utilized by the system.

TABLE I-19: FACILITY INVENTORY

WASHINGTON COMMUNITY COLLEGES
FALL QUARTER 1979

	TOTAL GROSS SQUARE FEET OF FACILITIES								
	ON-CAMPUS		OFF-CAMPUS		TOTAL SPACE		ASSIGNABLE SQ. FT.		CAMPUS SIZE IN ACRES
DISTRICT AND COLLEGE	OWNED	LEASED	OWNED	LEASED	OWNED	LEASED	ON-CAMPUS	OFF-CAMPUS	
1 PENINSULA	121,202	--	--	4,800	121,202	4,800	91,652	4,640	75
2 GRAYS HARBOR	166,204	--	--	5,760	166,204	5,760	127,066	5,441	124
3 OLYMPIC	306,806	--	--	18,112	306,806	18,112	210,275	16,391	20
4 SKAGIT VALLEY	172,940	--	43,392	8,400	216,332	8,400	138,233	29,321	86
5 DISTRICT TOTAL	551,222	15,550	--	45,803	551,222	61,353	396,947	39,521	--
DISTRICT OFFICE	--	--	--	11,400	--	11,400	--	8,620	--
EVERETT	274,698	15,550	--	34,403	274,698	49,953	225,079	30,901	34
EDMONDS	276,524	--	--	--	276,524	--	171,868	--	100
6 DISTRICT TOTAL	1,599,595	5,476	113,746	30,032	1,713,341	35,508	1,045,103	122,078	--
DISTRICT OFFICE	--	--	--	18,508	--	18,508	--	16,680	--
SEATTLE CENTRAL	609,843	5,476	60,510	9,024	670,353	14,500	400,783	55,723	10
SEATTLE NORTH	694,072	--	--	--	694,072	--	409,815	--	65
SEATTLE SOUTH	295,680	--	53,236	2,500	348,916	2,500	234,505	49,675	71
7 SHORELINE	371,368	--	--	--	371,368	--	294,016	--	83
8 BELLEVUE	319,045	--	--	--	319,045	--	266,558	--	97
9 HIGHLINE	412,558	--	4,947	--	417,505	--	306,615	2,636	80
10 GREEN RIVER	336,153	--	--	11,182	336,153	11,182	251,604	9,221	160
11 FORT STEILACOOM	261,507	--	--	14,000	261,507	14,000	172,669	6,908	131
12 DISTRICT TOTAL	265,212	2,160	--	19,836	265,212	21,996	189,102	16,800	--
CENTRALIA	159,722	--	--	15,377	159,722	15,377	113,585	12,337	13
OTCC	105,490	2,160	--	4,459	105,490	6,619	75,517	4,463	56
13 LOWER COLUMBIA	201,299	--	--	13,300	201,299	13,300	149,071	17,170	27
14 CLARK	348,960	--	--	16,058	348,960	16,058	265,609	8,701	91
15 WENATCHEE VALLEY	190,565	2,331	1,056	7,888	191,621	10,219	135,115	7,043	45
16 YAKIMA VALLEY	275,174	29,131	6,056	23,647	281,230	52,778	231,972	26,595	25
17 DISTRICT TOTAL	957,601	--	22,069	107,970	979,670	107,970	747,031	101,923	--
DISTRICT OFFICE	35,154	--	--	5,668	35,154	5,668	28,570	5,200	--
SPOKANE	595,675	--	22,069	37,068	617,744	37,068	466,557	59,137	80
SPOKANE FALLS	326,772	--	--	65,234	326,772	65,234	251,904	37,586	118
18 BIG BEND	248,947	--	67,363	--	316,310	--	192,707	11,415	268
19 COLUMBIA BASIN	242,170	--	10,400	--	252,570	--	180,066	9,131	153
20 WALLA WALLA	254,831	33,002	--	22,580	254,831	55,582	197,155	11,605	97
21 WHATCOM	--	--	13,200	29,534	13,200	29,534	--	34,510	--
22 TACOMA	249,716	480	--	--	249,716	480	198,189	--	150
SYSTEM TOTALS	7,853,075	88,130	282,229	378,902	8,135,304	467,032	5,786,735	497,850	2,259

SOURCE: SBCCE MIS-3 Facility Inventory Report, Fall Quarter 1979.

NOTE: This information encompasses only those facilities under the 24-hour control of the college.

The data on off-campus, leased facilities provide an estimate of each college's effort to provide programs conveniently located throughout their districts. This only includes those spaces which are under the 24-hour control of the college; use of other facilities on an hourly basis is also extensive, but varies from quarter to quarter. Another measure of the system's efforts to "reach out" to its students is to track the cost of rental space. Table I-20 below displays the rental costs allocations from 1973-74 through 1980-81. It can be seen that rental costs have more than quadrupled. This is the result of several factors: demand for more off-campus programs, inflation and the inability of common school districts to continue to provide free space to the colleges. All factors considered, the major influence has been the attempt to provide services at locations convenient to learners. Several years ago, an informal survey conducted by the SBCCE showed that community college programs were located at over 500 sites throughout the state.

TABLE I-20: ALLOCATION FOR RENTAL COSTS

WASHINGTON COMMUNITY COLLEGES
1973-1981

YEAR	TOTAL SYSTEM	WHATCOM COLLEGE*	SYSTEM LESS WHATCOM	ANNUAL % OF GROWTH
1973-74	$ 618,576	$ 59,200	$ 559,376	--
1974-75	725,425	86,665	638,760	14.2
1975-76	1,043,838	84,721	959,117	50.3
1976-77	1,220,407	101,305	1,119,102	16.7
1977-78	1,286,683	116,543	1,170,140	4.6
1978-79	1,836,845	154,937	1,681,908	43.7
1979-80	2,297,269	223,104	2,074,165	23.3
1980-81	2,643,396	288,132	2,355,264	13.6

SOURCE: SBCCE Financial Division.

*Whatcom utilizes leased facilities and has no central campus

1.9 Finances

In accordance with the responsibilities set forth in RCW 28B.50. 090, the State Board prepares a biennial budget request for the community college system which it submits to the Governor. The Office of Financial Management (OFM), the Governor's budget office, modifies and submits it as part of the Governor's budget request to the legislature. The legislative appropriation for the community college system is received by the State Board which allocates funds to each college district.

The system budget and the allocation of funds to the districts are based on a set of five budget formulas--for instruction, student services, libraries, institutional support, and plant operation and maintenance. Most of the formulas provide a means for determining the financial impact of the projected enrollment by multiplying the anticipated FTE students by cost factors for the various college programs.

In 1967-68, the annual budget was approximately $35,000,000 and served more than 44,700 full-time equivalent students. By 1979-80 the budget had grown to more than $182,000,000 for an enrollment of close to 98,000 full-time-equivalent students. The sources of funds for the community college system are the state general fund, local funds and grants/contracts. For 1967-69, the legislature appropriated $65,612,000 to the community college system for the biennium. It represented 4.7 percent of the total state general fund. By 1979-81, the budget had increased to approximately $357,000,000, close to 6.3 percent of the total general fund. Table I-21 provides a profile, over the years, of that portion of the state general fund that colleges/universities and community colleges have received from the legislature.

TABLE I-21: PROPORTION OF STATE GENERAL FUND
FUNDS EXPENDED FOR HIGHER EDUCATION
(THOUSANDS OF DOLLARS)
1967-69 THROUGH 1977-79

BIENNIUM	COLLEGES/UNIV.	PERCENT	COMMUNITY COLLEGES	PERCENT
1967-69	$205,708	14.8	$ 65,612	4.7
1969-71	306,376	15.2	109,901	5.4
1971-73	323,537	15.2	131,214	6.2
1973-75	400,663	15.0	171,479	6.4
1975-77	477,663	14.2	218,873	6.5
1977-79	572,315	13.7	287,181	6.9
1979-81*	674,381	12.0	356,999	6.3

SOURCE: Council for Postsecondary Education, Report to the Committee on Finance, February 6, 1980.

*Estimates

It should be noted that during the 1977-79 biennium the legislature shifted the operating fee from community college local funds to the state general fund. This more than accounts for the increase from 6.5 percent to 6.9 percent. It has been conjectured that the drop in the proportion of the state general fund which goes to higher education from 1977-79 to 1979-81 is due to the legislature's decision to phase in full state funding for public school basic education as well as to increases in the Department of Retirement Systems funding.

On the other hand, the overall increase in funding for community colleges from 1967-69 to 1979-81 was more than 440 percent. For the same period of time, four year colleges and universities experienced a 228 percent increase in state general fund dollars. Factors contributing to the community college cost increase include higher enrollments, higher proportions of vocational students, general cost inflation of goods and services and increased fixed costs due to facility additions to community colleges since 1967.

Since at the writing of this report, the fiscal 1979-80 actual expenditure figures were not yet available, the remainder of this section will deal with figures through fiscal 1978-79. Table I-22, page 38, provides a system summary of sources of funds over an eight-year period. The shift in operating fee revenues to the state general fund is apparent, as the percent of local funds dropped from 8.9 percent of the total in 1976-77 to 4.4 percent in 1977-78. Table I-23 on page 39 concentrates on fiscal year 1978-79 and is a district-by-district breakdown of their sources of funds.

As stated earlier, the allocations to each district are primarily based on a distribution formula developed by the State Board for Community College Education. Some of the main "drivers" for the formula are annualized full-time equivalent students, student headcount, professional staff and facilities data.

Expenditure patterns for the system are contained in Table I-24 on page 40. As would be expected, the greatest expenditures are found in the instruction program which reflects, in the main, faculty salaries. The next largest expenditure occurs in the program titled Institutional Support, which includes most of the administrative and classified staff who provide managerial and support services except for physical plant operations and maintenance. This program also includes telephones, delivery services, legal services, purchasing, payroll, etc. Table I-25, page 41, provides a detailed account by district for fiscal 1978-79. This table provides the expenditure profile for each district by program for the given year. Detailed budgets, approved by local boards, reflecting local priorities comprise the basis for the data displayed in this table and partially explain why variations exist within each column.

Comparisons of community college expenditures with those of four-year college and universities are available through the Council for Postsecondary Education (CPE). The CPE conducts expenditure studies which analyze expenditure patterns that relate costs per full-time-equivalent student to faculty salaries and benefits, direct instructional support costs and indirect or overhead support costs.

TABLE I-22: SYSTEM SUMMARY OF SOURCES OF FUNDS

WASHINGTON COMMUNITY COLLEGES
FISCAL YEARS 1972 THRU 1979

TYPE OF FUNDS	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79
001 STATE GENERAL	$57,491,383(1)	$62,569,536(1)	$72,182,834(1)	$ 83,677,625(1)	$ 95,615,000(2)	$105,606,000(2)	$133,259,524(2)	$151,454,011(2)
	(80.03%)	(74.66%)	(75.41%)	(74.49%)	(75.63%)	(76.17%)	(83.38%)	(86.63%)
149 LOCAL GENERAL	9,220,849	12,562,494	12,027,753	14,303,602(1)	12,291,000	12,443,000	7,027,477	8,305,827
	(12.84%)	(14.99%)	(12.57%)	(12.73%)	(9.72%)	(8.97%)	(4.40%)	(4.75%)
STATE/LOCAL GENERAL	66,712,232	75,132,030	84,210,587	97,981,227	107,906,000	118,049,000	140,287,001	159,759,838
	(92.87%)	(89.65%)	(87.98%)	(87.22%)	(85.35%)	(85.09%)	(87.78%)	(91.38%)
145 GRANTS & CONTRACTS	5,122,666	8,676,578	11,511,452	14,351,554(1)	18,525,000	20,681,000	19,538,459	15,078,797
	(7.13%)	(10.35%)	(12.03%)	(12.78%)	(14.65%)	(14.91%)	(12.22%)	(8.62%)
TOTAL EXPENDITURES	$71,834,898	$83,808,608	$95,722,039	$112,332,781	$126,431,000(2)	$138,730,000(2)	$159,825,460(2)	$174,838,630(2)
PERCENT ANNUAL INCREASE	+7.12%	+16.67%	+14.22%	+17.35%	+12.55%	+9.73%	+15.20%	+9.39%

SOURCE: Adjusted OFM MAS Reports.

(1) Includes Program 600 Costs

(2) Excludes Program 600 Costs (CETA)

NOTE: Detail of other adjustments maintained on file in the SBCCE Finance Division.

TABLE I-23: SOURCE OF FUNDS

WASHINGTON COMMUNITY COLLEGES
FISCAL YEAR 1979

DISTRICT AND COLLEGE		001 STATE GENERAL	149 LOCAL GENERAL	STATE/LOCAL GENERAL FUNDS	145 GRANTS & CONTRACTS	TOTAL
1	PENINSULA	$ 2,537,891	$ 42,684	$ 2,580,575	$ 38,036	$ 2,618,611
2	GRAYS HARBOR	2,928,640	156,221	3,084,861	79,362	3,164,223
3	OLYMPIC	6,299,715	460,472	6,760,187	296,707	7,056,894
4	SKAGIT VALLEY	4,402,146	230,947	4,633,093	615,898	5,248,991
5	EVERETT/EDMONDS	11,822,725	212,934	12,035,659	466,341	12,502,000
6	SEATTLE	21,639,919	1,879,618	23,519,537	2,167,852	25,687,389
7	SHORELINE	7,646,113	259,791	7,905,904	298,421	8,204,325
8	BELLEVUE	6,595,153	408,634	7,003,787	298,494	7,302,281
9	HIGHLINE	7,375,157	361,656	7,736,813	344,239	8,081,052
10	GREEN RIVER	6,706,887	478,704	7,185,591	555,800	7,741,391
11	FORT STEILACOOM	5,946,135	734,262	6,680,397	788,702	7,469,099
12	CENTRALIA/OTCC	6,843,642	247,928	7,091,570	288,528	7,380,098
13	LOWER COLUMBIA	4,225,053	131,288	4,356,341	360,361	4,716,702
14	CLARK	6,703,476	248,221	6,951,697	424,411	7,376,108
15	WENATCHEE VALLEY	3,510,793	209,261	3,720,054	485,172	4,205,226
16	YAKIMA VALLEY	5,341,952	123,439	5,465,391	401,617	5,867,008
17	SPOKANE	19,937,094	1,013,193	20,950,287	1,724,309	22,674,596
18	BIG BEND	2,939,655	512,176	3,451,831	4,663,092	8,114,923
19	COLUMBIA BASIN	5,535,284	163,253	5,698,537	48,072	5,746,609
20	WALLA WALLA	4,786,153	287,198	5,073,351	246,846	5,320,197
21	WHATCOM	2,024,894	19,904	2,044,798	147,496	2,192,294
22	TACOMA	5,705,534	124,043	5,829,577	339,036	6,168,613
	SYSTEM TOTALS	$151,454,011	$8,305,827	$159,759,838	$15,078,792	$174,838,630

SOURCE: Adjusted OFM MAS Reports

NOTE: Expenditures exclude program 600 costs (CETA).

TABLE I-24: SYSTEM SUMMARY OF EXPENDITURES BY PROGRAM

WASHINGTON COMMUNITY COLLEGES
FISCAL YEARS 1972 THROUGH 1979

FISCAL 1972-1975

	PROGRAM									
	010	030	040	050	060	070	110	600		
FISCAL YEAR	ADMIN.	STUDENT SERVICES	PLANT OPERATION	LIBRARIES	INSTRUCTION	DATA PROCESSING	RESEARCH	EMERGENCY EMPLOYMENT	TOTAL	ANN PERC INCR
1971-72	$ 7,442,401 (10.36%)	$ 7,013,478 (9.76%)	$ 6,847,612 (9.53%)	$ 3,670,187 (5.11%)	$45,900,888 (63.90%)	$ -- --	$ 465,778 (0.65%)	$ 494,554 (0.69%)	$ 71,834,898	+ 7.
1972-73	8,797,394 (10.50%)	7,959,457 (9.50%)	7,897,945 (9.42%)	4,075,512 (4.86%)	53,586,206 (63.94%)	17,877 (0.02%)	288,848 (0.34%)	1,185,369 -(1.41%)	83,808,608	+16.
1973-74	9,647,716 (10.08%)	9,691,251 (10.12%)	8,678,351 (9.07%)	4,540,927 (4.74%)	62,239,006 (65.02%)	16,020 (0.02%)	289,253 (0.30%)	619,515 (0.65%)	95,722,039	+14.
1974-75	11,377,182 (10.13%)	11,428,375 (10.17%)	10,682,459 (9.51%)	5,478,956 (4.88%)	72,868,387 (64.87%)	29,629 (0.03%)	349,111 (0.31%)	118,682 (0.11%)	112,332,781	+17.

FISCAL 1976-1979

	PROGRAM									
	010	030	040	050	060	080	090	100		
FISCAL YEAR	INSTRUCTION	PUBLIC SERVICE	PRIMARY SUPPORT SERVICES	LIBRARIES	STUDENT SERVICES	INSTITUTIONAL SUPPORT	PLANT OPERATION AND MAINTENANCE	SPONSORED RESEARCH AND PROGRAMS	TOTAL	ANN PERC INC
1975-76[1]	$62,874,000 (49.73%)	-- --	$ 4,739,000 (3.75%)	$ 5,315,000 (4.20%)	$10,983.000 (8.69%)	$12,859,000 (10.17%)	$11,136,000 (8.81%)	$18,525,000 (14.65%)	$126,431,000	+12.
1976-77[1]	66,658,000 (48.05%)	-- --	5,006,000 (3.61%)	5,532,000 (3.99%)	11,793,000 (8.50%)	16,550,000 (11.93%)	12,510,000 (9.02%)	20,681,000 (14.90%)	138,730,000	+ 9.
1977-78[1]	79,762,000 (49.91%)	37,000 (0.02%)	5,650,000 (3.54%)	6,815,000 (4.26%)	13,489,000 (8.44%)	19,063,000 (11.93%)	15,471,000 (9.68%)	19,538,000 (12.22%)	159,825,000	+15.
1978-79	88,526,000 (50.63%)	28,000 (0.02%)	7,382,000 (4.22%)	7,730,000 (4.42%)	14,476,000 (8.28%)	23,804,000 (13.61%)	17,814,000 (10.19%)	15,079,000 (8.63%)	174,839,000	+ 9.

SOURCE: Adjusted OFM MAS Reports.

[1] Historical figures as reflected on the 1979-81 System Operating Budget Request. The revised Chart of Accounts—Program/Element structure went into effect beginning Fiscal 1978. The above Fiscal 1976 and 1977 cost figures have been crosswalked into the new program structure.

NOTE: Figures include all sources of funds (001 State General, 145 Grants and Contracts, 149 Local General); Numbers in parentheses represent % of F total. Detail of adjustments maintained on file in the SBCCE Finance Division.

TABLE I-25: EXPENDITURES BY PROGRAM

WASHINGTON COMMUNITY COLLEGES
FISCAL YEAR 1979

		PROGRAMS																
		010		030		040		050		060		080		090			100		
DISTRICT AND COLLEGE		INSTRUCTION		PUBLIC SERVICE		PRIMARY SUPPORT SERVICE		LIBRARIES		STUDENT SERVICES		INSTITUTIONAL SUPPORT		PLANT OPERATION & MAINTENANCE		SUB-TOTAL	SPONSORED RESEARCH & PROGRAMS		TOTAL
1	PENINSULA	1,389,501	52.8%	3,968	2%	69,668	2.7%	142,763	5.5%	248,291	9.5%	455,205	17.4%	271,179	10.4%	2,580,575	38,036	1.5%	2,618,611
2	GRAYS HARBOR	1,504,531	47.5	168	--	276,537	8.7	151,909	4.8	261,493	8.3	505,544	16.0	384,679	12.2	3,084,861	79,362	2.5	3,164,223
3	OLYMPIC	3,731,452	53.0	--	--	444,773	6.3	299,418	4.2	583,441	8.3	991,299	14.0	704,804	10.0	6,760,187	296,707	4.2	7,056,894
4	SKAGIT VALLEY	2,287,212	43.6	--	--	328,594	6.3	257,500	4.9	515,230	9.8	742,261	14.1	502,296	9.6	4,633,093	615,898	11.7	5,248,991
5	EVERETT/EDMONDS	6,831,978	54.7	--	--	281,766	2.3	631,079	5.0	1,042,982	8.3	1,976,909	15.8	1,270,945	10.2	12,035,659	466,341	3.7	12,502,000
6	SEATTLE	13,208,588	51.5	--	--	1,309,844	5.1	1,161,331	4.5	1,928,300	7.5	3,377,841	13.1	2,533,633	9.9	23,519,537	2,167,852	8.4	25,687,389
7	SHORELINE	5,002,217	61.0	--	--	102,338	1.2	458,991	5.6	679,078	8.3	891,856	10.9	771,424	9.4	7,905,904	298,421	3.6	8,204,325
8	BELLEVUE	3,787,230	51.9	--	--	182,057	2.5	425,157	5.8	833,085	11.4	998,729	13.7	777,529	10.6	7,003,787	298,494	4.1	7,302,281
9	HIGHLINE	4,467,615	55.3	--	--	194,995	2.4	294,067	3.6	801,430	9.9	1,113,727	13.8	864,979	10.7	7,736,813	344,239	4.3	8,081,052
10	GREEN RIVER	3,969,472	51.2	--	--	161,987	2.1	263,303	3.4	924,216	11.9	1,065,330	13.8	801,283	10.4	7,185,591	555,800	7.2	7,741,391
11	FORT STEILACOOM	3,437,909	46.0	7,318	.1	497,744	6.7	373,922	5.0	625,089	8.4	1,079,145	14.4	659,270	8.8	6,680,397	788,702	10.6	7,469,099
12	CENTRALIA/OTCC	3,625,878	49.2	--	--	415,692	5.6	240,300	3.3	722,176	9.8	1,265,644	17.1	821,880	11.1	7,091,570	288,528	3.9	7,380,098
13	LOWER COLUMBIA	2,300,475	48.7	--	--	239,599	5.1	169,431	3.6	394,265	8.4	815,073	17.3	437,498	9.3	4,356,341	360,361	7.6	4,716,702
14	CLARK	3,800,023	51.5	--	--	326,585	4.4	355,512	4.8	600,862	8.1	1,090,493	14.8	778,222	10.6	6,951,697	424,411	5.8	7,376,108
15	WENATCHEE VALLEY	1,854,301	44.1	--	--	121,154	2.9	216,333	5.1	393,805	9.4	759,561	18.1	374,900	8.9	3,720,054	485,172	11.5	4,205,226
16	YAKIMA VALLEY	3,122,202	53.3	16,514	.3	293,543	5.0	178,298	3.0	519,888	8.9	753,053	12.8	581,893	9.9	5,465,391	401,617	6.8	5,867,008
17	SPOKANE	12,637,229	55.8	--	--	952,064	4.2	1,048,222	4.6	1,408,766	6.2	2,586,410	11.4	2,317,596	10.2	20,950,287	1,724,309	7.6	22,674,596
18	BIG BEND	1,730,097	21.3	--	--	91,755	1.1	132,090	1.6	240,952	3.0	690,461	8.5	566,476	7.0	3,451,831	4,663,092	57.5	8,114,923
19	COLUMBIA BASIN	3,258,794	56.7	--	--	281,312	4.9	225,450	3.9	509,287	8.9	597,808	10.4	825,886	14.4	5,698,537	48,072	0.8	5,746,609
20	WALLA WALLA	2,477,946	46.5	--	--	428,657	8.1	344,110	6.5	385,823	7.3	660,498	12.4	776,317	14.6	5,073,351	246,846	4.6	5,320,197
21	WHATCOM	815,927	37.3	--	--	194,265	8.9	121,154	5.5	239,403	10.9	432,210	19.7	241,839	11.0	2,044,798	147,495	6.7	2,192,294
22	TACOMA	3,285,674	53.3	--	--	186,888	3.0	239,652	3.9	613,147	9.9	955,143	15.5	549,073	8.9	5,829,577	339,036	5.5	6,168,613
SYSTEM TOTALS		88,526,251	50.7%	27,968	--%	7,381,817	4.2%	7,729,992	4.4%	14,476,009	8.3%	23,804,200	13.6%	17,813,601	10.2%	159,759,838	15,078,792	8.6%	174,838,630

SOURCE: Adjusted OFM MAS Reports. (Detail of adjustments maintained on file in the SBCCE Financial Division.

PROGRAM/ELEMENT STRUCTURE

010 INSTRUCTION
  011 INSTRUCTION & DEPARTMENTAL RESEARCH--GENERAL
  014 COMMUNITY EDUCATION
020 RESEARCH
  023 INDIVIDUAL OR PROJECT RESEARCH
030 PUBLIC SERVICE
  031 COMMUNITY SERVICE
040 PRIMARY SUPPORT SERVICES
  041 ACADEMIC COMPUTING SERVICES
  042 ANCILLARY SUPPORT SERVICES
  043 ACADEMIC ADMINISTRATION

050 LIBRARIES
  051 LEARNING RESOURCES
060 STUDENT SERVICES
  061 BASIC STUDENT SERVICES
  062 EDUCATIONAL OPPORTUNITIES PROGRAM
  063 OTHER SPECIAL PROGRAMS & SERVICES
080 INSTITUTIONAL SUPPORT
  081 INSTITUTIONAL MANAGEMENT
  082 FISCAL OPERATIONS
  083 GENERAL SUPPORT SERVICES
  084 LOGISTICAL SERVICES
  085 COMMUNITY RELATIONS & DEVELOPMENT

090 PLANT OPERATION & MAINTENANCE
  091 UTILITIES & OTHER FIXED COSTS
  092 MAINTENANCE & JANITORIAL SERVICES
  093 OPERATIONS & MAINTENANCE SUPPORT
100 SPONSORED RESEARCH & PROGRAMS
21 CAPITAL IMPROVEMENTS
25 SERVICE OPERATIONS
26 AUXILIARY ENTERPRISES
27 STUDENT AID
28 AGENCY & SUSPENSE
29 ENDOWMENTS
30 DEBT SERVICE

50 REVENUE--FUND 149
861 VENDOR ADVANCE TO COMMUNITY COLLEGES
  (OPERATION FEES)

Direct instructional costs per FTE student are determined by adding faculty salaries and benefits and direct support costs. Total instructional and related costs are the sum of the direct instructional and the indirect or overhead costs per FTE student. Table I-26 below illustrates the fact that community college unit expenditures are below those of the universities and colleges in every instance. Table I-27 compares the same institutions with the community college system, but costs are restricted to undergraduate courses and academic/vocational courses. Again, community college costs are below those of the state four-year institutions of higher education.

TABLE I-26: UNIT EXPENDITURES STUDY COMPARISONS

WASHINGTON COMMUNITY COLLEGES
1974-75 AND 1976-77

	DIRECT COSTS		FULL COSTS	
	1974-75	1976-77	1974-75	1976-77
All Community Colleges	$ 835	$ 844	$1,319	$1,391
Eastern Washington University	1,237	1,374	2,243	2,514
Central Washington University	1,346	1,528	2,279	2,650
Western Washington University	1,134	1,326	2,027	2,278
Three Institution Average	1,229	1,399	2,168	2,457
The Evergreen State College	1,167	1,436	3,075	3,382
Four Institution Average	1,222	1,403	2,264	2,555
University of Washington	1,486	1,967	2,560	2,895
Washington State University	1,436	1,483	2,458	2,603
Two University Average	1,469	1,795	2,525	2,791

SOURCE: Council On Postsecondary Education, Report No. 80-7, p. 72.

TABLE I-27: TOTAL INSTRUCTIONAL AND RELATED COSTS PER FTE STUDENT UNDERGRADUATE AND ACADEMIC/VOCATIONAL COURSES

WASHINGTON COMMUNITY COLLEGES
1976-77 (ACTUAL) AND 1978-79 (ESTIMATES)

	(ACTUAL) 1976-77	(ESTIMATES) 1978-79
Community Colleges	1,391	1,810
Western Washington	2,211	2,697
Central Washington	2,571	3,041
Eastern Washington	2,365	2,855
Washington State University	2,235	2,803
University of Washington	2,471	2,805
Evergreen State College	3,382	4,559

SOURCE: Council for Postsecondary Education, May 7, 1980.

Further information concerning unit expenditures for the community college system is provided in Table I-28 below. In this instance, all expenditures of state and local funds are included in determining the unit costs; it can be seen that unit expenditures (actual) have increased approximately 137 percent from 1967 to 1980. This increase nearly parallels the inflation rate for the same period of time which was 133 percent.[3]

TABLE I-28: SUMMARY OF COSTS PER STATE-FUNDED FTE ENROLLMENTS

WASHINGTON COMMUNITY COLLEGES
FISCAL YEARS 1976 THRU 1979

FISCAL YEAR	ALLOCATED ANNUAL AVERAGE FTE's	ACTUAL ANNUAL AVERAGE FTE's	STATE/LOCAL FUND EXPENDITURES PER FTE		STATE/ LOCAL FUNDS	TOTAL FUNDS
			ALLOCATED	ACTUAL		
1967-68	44,710*	44,710*	$ 783*	$ 783*	$ 35,000,000*	--
1975-76	79,781	86,773	1,353	1,244	107,906,000(1)	$126,431,000(1)
1976-77	83,045	83,186	1,422	1,419	118,049,000(1)	138,730,000(1)
1977-78	86,072	85,666	1,630	1,638	140,287,001(1)	159,825,460(1)
1978-79	88,243	88,193	1,810	1,811	159,759,838(1)	174,838,630(1)
1979-80	90,101	98,000*	2,020*	1,857*	182,000,000*	195,000,000*

SOURCE: Adjusted OFM MAS Reports

*Estimates

(1)

Excludes Program 600 Costs.

NOTE: 8th-day plus adds counting methodology, 1975-76; rolling 10th-day counting methodology, 1976-77 through 1978-79.

Detail of other adjustments maintained on file in the SBCCE Finance Division.

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[3] Economic and Revenue Forecast for Washington State, First Quarter Report, March, 1980, p. 34.

1.10 Finance - Student Costs

Student education costs include all those expenses related to daily living while attending college--including tuition, books, room and board, transportation and personal expenses. Table I-29 provides an estimate of these costs for 1979-80. It was developed by Bellevue Community College. These figures represent costs for a nine-month (three quarter) academic year and provide a good estimate of typical costs to attend a community college full-time.

TABLE I-29: STANDARD STUDENT BUDGET
WASHINGTON COMMUNITY COLLEGES
BASED ON ACADEMIC YEAR 1979-80

	Dependent Student Living With Parents	Single Student Living Away From Parental Home	Married Student No Children
Resident Tuition and Fees	$ 306	$ 306	$ 306
Room and Board	850	1,725	2,805
Books and Supplies	225	225	225
Personal Expenses	660	660	1,230
Transportation	495	495	495
	$2,536	$3,411	$5,061

Non-residents pay an additional $897 in tuition fees. Married students can add $900 per dependent child to their budget.

SOURCE: Bellevue Community College Course Catalog 1979-80

While the student and the student's family have the primary responsibility for providing the necessary funds, various forms of local, state and federal student financial aid provide considerable assistance to students who are unable to finance their education.

Student financial assistance has shifted over the years from awards or scholarships based upon merit or ability to a major emphasis on financial need. The majority of students receiving financial aid do so through:

- Institutionally-administered federal programs, including the Supplemental Educational Opportunity Grant, Health Professions Grant, College Work-Study, the National Direct Student Loan, and Health Professions Loan.

- Federal programs administered directly by the federal government, including the Basic Educational Opportunity Grant Program and the Veterans' G.I. Educational Program.

Over the past decade, student financial aid has grown dramatically in size and significance. In the early 1960s student aid was a small part of community college budgets.

In partial response to the Civil Rights movement of the mid-sixties, concern was expressed that minority and low income students had much lower rates of college attendance. Subsequently, Congress passed the Higher Education Act of 1965 which offered financial assistance primarily to students who otherwise might be unable to attend. Gradually Congress expanded the scope of student aid legislation to help reduce the burden of college costs for middle income students as well, culminating in the Middle Income Student Assistance Act of 1978. The Washington Community Colleges granted 14,201 financial aid awards in 1978-79. Tables I-30 through I-33 provide details for the system. From the data it can be seen that emphasis has been placed in assisting persons of low income, minorities and those age groups outside the previously typical 18 - 21 year old college age population.

TABLE I-30: NUMBER OF FINANCIAL AID AWARDS
BY INCOME LEVEL AND STUDENT TYPE

WASHINGTON COMMUNITY COLLEGES
ACADEMIC YEAR 1978-79

FAMILY INCOME LEVEL	STUDENT TYPE				
	TOTAL	DEPENDENT	INDEPENDENT	MARRIED OR W/DEPENDENTS	STATUS UNKNOWN
$ 6,000 & LESS	9,713	1,533	3,602	4,578	---
$ 6,000 - 9,000	1,399	821	35	543	---
$ 9,000 - 12,000	808	644	20	144	---
$12,000 - 15,000	582	529	8	45	---
$15,000 - 18,000	413	397	4	12	---
$18,000 - 24,000	423	414	2	7	---
$24,000 - 30,000	110	107	2	1	---
$30,000 & ABOVE	14	13	---	1	---
UNKNOWN	739	67	193	163	316
TOTAL RECIPIENTS OF AID (UNDUPLICATED COUNT)	14,201	4,525	3,866	3,494	316

SOURCE: Unit Record Report, CPE

TABLE I-31: NUMBER OF FINANCIAL AID AWARDS BY ETHNICITY

WASHINGTON COMMUNITY COLLEGES
ACADEMIC YEAR 1978-79

ETHNICITY	RECIPIENTS
BLACK	2,142
AMERICAN INDIAN	613
ASIAN	714
HISPANIC	464
WHITE	9,720
NOT INDICATED	548
TOTAL	14,201

SOURCE: SBCCE Education Services and Analysis Division, Office of Student Services and Minority Affairs.

TABLE I-32: NUMBER OF FINANCIAL AID AWARDS BY AGE

WASHINGTON COMMUNITY COLLEGES
ACADEMIC YEAR 1978-79

AGE	RECIPIENTS
LESS THAN 21	4,906
21	913
22	822
23	761
24-25	760
25-26	1,347
27-28	1,116
29-30	833
31-35	1,233
36-40	634
40 AND ABOVE	817
UNKNOWN	59
TOTAL	14,201

SOURCE: SBCCE Education Services and Analysis Division, Office of Student Services and Minority Affairs.

TABLE I-33: NUMBER OF FINANCIAL AID AWARDS BY SEX

WASHINGTON COMMUNITY COLLEGES
ACADEMIC YEAR 1978-79

SEX	RECIPIENTS
MALE	5,341
FEMALE	8,860
TOTAL	14,201

SOURCE: SBCCE Education Services and Analysis Division, Office of Student Services and Minority Affairs.

Tuition and fees in the State of Washington are divided into three parts--tuition, operating fees, and student services and activities fees. Unlike the majority of states, tuition in Washington is dedicated to support capital construction. Operating fees are sent directly to the state general fund. Student services and activities fees are not budgeted at the state level. They are retained locally and used for student activities and programs. Viet Nam veterans pay reduced fees according to state statutes.

At the signing of the Community College Act in 1967, tuition and fees were set at a maximum of $70 for a resident of the state of Washington. This remained fixed until 1971 at which time fees were increased to $83. Two subsequent increases have brought quarterly tuition to $102. This represents a 46 percent increase over a twelve-year period. Table I-34 traces these increases and provides a comparison of community college tuition and fees with those of the other institutions of higher education in Washington. The legislature has intentionally set tuition and fees for community colleges below those of the four-year colleges and universities, remaining faithful to the original intent to "offer an open door to every citizen, regardless of his academic background or experience, at a cost normally within his economic means" (emphasis added).

TABLE I-34: UNDERGRADUATE TUITION AND FEES
PER QUARTER REQUIRED BY STATUTE

WASHINGTON PUBLIC INSTITUTIONS OF HIGHER EDUCATION
FISCAL YEARS 1971 THROUGH 1979

TYPE OF INSTITUTION	FEE TYPE	1970-71		1971-72		1972-73		1977-78		1978-79	
		RESIDENT	NON-RESIDENT	RESIDENT	NON-RESIDENT	RESIDENT	NON-RESIDENT	RESIDENT	NON-RESIDENT	RESIDENT	NON-RESIDENT
COMMUNITY COLLEGES	TUITION	$ 50.00	$150.00.	$ 41.50	$131.50		No Change	$ 41.50	$131.50	$ 41.50	$131.50
	OPERATING	20.00[1]	20.00[1]	27.00	81.00		No Change	38.50	247.50	43.50	247.50
	SERVICES & ACTIVITIES[2]	______	______	14.50	14.50		No Change	17.00	17.00	17.00	17.00
		$ 70.00	$170.00	$ 83.00	$227.00		No Change	$ 97.00	$396.00	$102.00	$396.00
FOUR-YEAR COLLEGES	TUITION	$ 24.00	$ 95.00	$ 25.00	$ 96.00	$ 25.00	$ 96.00	$ 25.00	$ 96.00	$ 25.00	$ 96.00
	OPERATING	49.00	98.00	75.50	166.00	91.50	308.50	118.00	511.00	127.00	511.00
	SERVICES & ACTIVITIES[2]	47.00	47.00	48.50	48.50	48.50	48.50	54.00	54.00	54.00	54.00
		$120.00	$240.00	$149.00	$311.00	$165.00	$453.00	$197.00	$661.00	$206.00	$661.00
UNIVERSITIES	TUITION	$ 38.00	$114.00	$ 39.00	$115.00	$ 39.00	$115.00	$ 39.00	$115.00	$ 39.00	$115.00
	OPERATING	70.00	210.00	89.00	301.00	12.00	375.00	142.00	644.00	151.00	644.00
	SERVICES & ACTIVITIES	36.00	36.00	37.00	37.00	37.00	37.00	39.00	39.00	39.00	39.00
		$144.00	$360.00	$165.00	$453.00	$188.00	$527.00	$220.00	$798.00	$229.00	$798.00

SOURCE: Council for Postsecondary Education, Ref. RCW 28B.15.

[1] Incidental fee for 1970 included both operating and service and activities fees.

[2] The amount shown is the maximum amount a college may charge.

Currently, (1979-80), Washington community colleges are approximately 25 percent below the national average in the assessment of charges to resident students. Tuition and fee rates for nonresidents are slightly above the national average. This information was taken from the January, 1980, Council for Postsecondary Education report, "Resident and Nonresident Undergraduate and Graduate Tuition and/or Required Fees". The study provides the following table (Table I-35 on page 49) which displays estimated state average charges to both resident and nonresident students at community colleges for the most recent two years. From this table it can be seen that since 1972, community college charges in Washington have increased 22.9 percent to residents and 74.4 percent to non-residents.

TABLE I-35: RESIDENT AND NONRESIDENT TUITION AND/OR REQUIRED FEES (ESTIMATED STATE AVERAGES)

WASHINGTON COMMUNITY COLLEGES
1978-79 AND 1979-80

STATE	1978-79		1979-80	
	RESIDENT	NONRESIDENT	RESIDENT	NONRESIDENT
ALABAMA	$203	$ 203	$300	$ 300
ALASKA	320	920	360	940
ARIZONA	146[1]	1,594	152[1]	1,852
ARKANSAS	266[1]	602	304[1]	646
COLORADO	360	1,323	389	1,643
CONNECTICUT	354	1,054	354	1,054
DELAWARE	514	1,018	514	1,018
GEORGIA	363	837	378	942
HAWAII	90	910	90	910
IDAHO	370	738	370	738
INDIANA	870	1,707	750*	1,740
IOWA	471	752	471	777
KANSAS	450	1,000	450	1,000
KENTUCKY	390	1,000	390	1,000
LOUISIANA	340	970	340	970
MAINE	423	974	426	1,025
MARYLAND	400	800	420	841
MASSACHUSETTS	350	1,525	456	1,516
MINNESOTA	540	1,080	574	1,148
MISSISSIPPI	280	730	284	774
MISSOURI	321	994	321	994
MONTANA	285[1]	735	311[1]	735
NEBRASKA	372	687	446	674
NEVADA	390	1,890	390	1,890
NEW JERSEY	534	1,829	544	1,854
NEW MEXICO	180	524	312	1,000
NORTH CAROLINA	117	594	117	594
NORTH DAKOTA	541	909	590	909
OHIO	495	1,010	520	1,165
OKLAHOMA	290	754	295	760
OREGON	381	1,520	429	1,567
PENNSYLVANIA	593	1,935	659	2,090
RHODE ISLAND	416	0[2]	444	0[2]
TENNESSEE	252	1,188	270	1,272
UTAH	482	977	490	1,159
VERMONT	400	800	500	1,000
VIRGINIA	300	1,005	300	1,005
WEST VIRGINIA	284	1,224	284	1,224
WISCONSIN	678	2,505	746	2,767
WYOMING	330	480	590	1,344
SIX OTHER "PACESETTER" STATES				
CALIFORNIA	0	1,500	0	1,500
FLORIDA	375	780	405	840
ILLINOIS	399	2,001	471	2,080
MICHIGAN	464	729	502	789
NEW YORK	722	1,394	800	1,475
TEXAS	120	400	120	400
WASHINGTON	306	1,188	306	1,108
6 STATE AVERAGE	347	1,134	383	1,181
46 STATE AVERAGE	373	1,069[2]	405	1,153
7 STATE RANK	(5)	(4)	(5)	(4)
NATIONAL RANK	(33)	(15) (tie with Tennessee)	(35)	(16)

SOURCE: CPE, Report No. 80-5, page 20.

[1] In district charge.

[2] Rhode Island does not accept nonresident students in its community colleges. It has not been included in the nonresident state average.

*Removed previously required fees.

1.11 The Future

The enrollment patterns described in the preceding sections for Washington community colleges coincide precisely with what is occurring nationally. This is best illustrated by the following series of statements:

Regarding the older student:

> The Bureau of the Census reports that of the nearly 50 percent growth in two-year colleges between 1970 and 1977, three-fourths of it was contributed by the 22 to 34 year old population. In 1970, 53 percent of the two-year college students were under 20 years old; by 1977, this proportion dropped by nearly 1/3 to 37 percent.[4]

Regarding the participation of women:

> Attendance patterns of women have significantly affected enrollment statistics in all postsecondary institutions. According to AACJC data, the part-time enrollment of women in two-year colleges increased by 10.2 percent between Fall 1978 and Fall 1979, and full-time participation increased 3.2 percent.[5]

Regarding women, age and minorities:

> Women, minorities and persons over 24 have now become the "traditional" rather than the "nontraditional" students. Americans continue to grow older. Estimated increases in age categories show the 65 to 74 age group increasing 39 percent between 1975 and 2010.[4]

Regarding occupational education:

> There was a marked shift for both men and women away from arts and sciences and general programs toward occupational curricula. In 1972-73, for the first time, more than half (51.5 percent) of the awards were granted in occupational categories. By 1975-76, this percentage had grown to 57.5.[6]

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[4] School Enrollment: Social and Economic Characteristics of Students, October, 1977. Current Population Reports, Series P-20, No. 333. Bureau of the Census, U.S. Department of Commerce, February 1979.

[5] 1980 Community, Junior, and Technical College Directory. American Association of Community and Junior Colleges, Washington, D.C., 1980.

[6] Malitz, Gerald S. Associate Degrees and Other Formal Awards Below the Baccalaureate: Analysis of 6 Year Trends. U.S. Government Printing Office, Washington, D.C., 1978.

Regarding part-time students:

> Enrollment projections from the National Center for Educational Statistics indicate that, because of the influence of part-time students, the enrollment in two-year institutions is expected to increase 7.7 percent while four-year colleges may experience a decline of 6 percent during the 1978-88 period.[7]

A statement that ties these trends together within the context of "lifelong education" was made in a recent book by Edmund J. Gleazer, Jr., president of the American Association of Community and Junior Colleges and prolific writer on the community college movement:

> "There is mounting evidence, then, that several trend lines in the evolution of community colleges lead toward the concept of lifelong education, now being adopted as a major guiding principle for reviewing and reconstructing educational systems in various parts of the world".[8]

Briefly, lifelong learning may be defined as an education structure which attempts to accommodate various developmental stages of man, including:

1. Leaving home/career selection and preparation;

2. Progressing in a career/adjusting to work;

3. Preparing for retirement/expanding avocational interest; and

4. Disengaging from paid work.

In the past, educational systems have concentrated on the earlier stages of the career cycle, (1) and (2) above. Now as our nation ages, there is a shift toward the later stages of this cycle. These are proving to be every bit as important, not only to the individual but to society in general.

What has happened nationally and in the State of Washington in a brief 15 to 20 year time span clearly shows that community colleges are providing increasing educational opportunities, and that because of their dynamic nature can continue to make substantial inroads into new challenges that will face society. However, because of the relative rapidity of the "community college movement", some misunderstanding regarding their potential still exists. Gleazer also spoke to this with the following dialogue of perceptions and responses:

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[7] Frankel, Martin M., and Harrison, Forrest W., Eds. Projections of Education Statistics to 1988. National Center for Education Statistics, Washington, D.C. United States Government Printing Office, March 1980.

[8] Gleazer, Edmund Jr., The Community College: Values, Vision and Vitality. American Association of Community and Junior Colleges, Washington, D.C., 1980, p. 67.

"Perception: Education for the young.

Response: Education needs to be lifelong. Already a large part of the adult population is participating in educational activities. Policies need to acknowledge that.

- -

Perception: The numbers of education will be declining.

Response: The numbers of people in the age cohort 18-24 will decline. Educational interests and needs of citizens of all ages will continue to grow.

- -

Perception: Education is for occupation, college degree and 'remediation'.

Response: Education needs to be related to all of life's 'stages', and to those elements of life that go beyond work--literature, arts, music, crafts, those learning experiences that keep meaning in life.

- -

Perception: Competition is increasing among educational providers.

Response: The community college will be part of an integrated system of community services."[9]

- -

The four factors most often cited as contributing to the community college enrollment trends are:

1. The older students participating in "lifelong learning" to upgrade occupational skills, gain academic knowledge or pursue leisure time activities;
2. The continued participation of women of all ages in all aspects of postsecondary education;
3. The continued enrollment of large numbers of students who are employed or homemakers and attending college on a part-time, continual, in-and-out basis; and,
4. The continual need for occupational education both to obtain and to upgrade job skills in an environment of rapidly changing technology.

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[9] Gleazer, Edmund Jr., The Community College: Values, Vision and Vitality. American Association of Community and Junior Colleges, Washington, D.C.,1980, p. 114-115.

Each of these factors plus inflation and increasing energy costs are likely to contribute to a continuation of the trends toward more older, part-time students and an increasing proportion of evening and off-campus enrollments.

The declining numbers of younger students will only partially offset the growth in the older age categories. At the same time, the social and economic trends that have prompted a move toward more part-time students suggest that community college programs will continue to be offered extensively in the evening and at off-campus locations to serve the needs of these students. As a result, day-on-campus enrollments will experience very modest growth and their proportion of the total enrollments will actually decline.

Table I-36 and Figure I-9 on the following page show a projection of this trend using the most recent "contract" numbers tentatively agreed to with the Office of Financial Management for 1981 and 1982, and then a two percent growth factor for the years 1982-85.

The slow growth forecast for day-on-campus FTE enrollments suggests that on-campus facility development will only be needed to complete the basic complement of facilities on the campuses, to replace obsolete or outmoded facilities and to provide space for selected new programs. Enrollment growth will not be sufficient to support a general system-wide need for new facilities. (There will be exceptions to this on a few campuses.) Consistent with 1979 legislative direction and SBCCE action to date, the only "major new project" requests expected in the 1981 system capital budget request will be drawn from the list of 26 unfunded requests in the 1979 budget document. Those projects and their requested funding level are listed in Table I-37 on page I-55.

TABLE I-36: FALL DAY-ON-CAMPUS FTE FORECAST FOR CAPITAL FACILITIES PLANNING (ALL FUNDS)

WASHINGTON COMMUNITY COLLEGES
FALL QUARTERS 1980-85

	ACTUAL		FORECAST					
	1978	1979	1980*	1981**	1982**	1983	1984	1985
FALL FTEs	88,671	96,728	93,995	97,390	99,330	101,317	103,343	105,410
EVENING AND OFF-CAMPUS FTEs	34,912	39,614	38,538	40,417	41,719	43,060	44,437	45,326
DAY-ON-CAMPUS FTEs	53,759	57,114	55,457	56,373	57,611	58,257	58,906	60,084
PERCENT DAY-ON-CAMPUS	60.63%	59.04%	59.00%	58.50%	58.00%	57.50%	57.00%	57.00%

SOURCE: SBCCE Student Enrollment Reports and Planning Division.

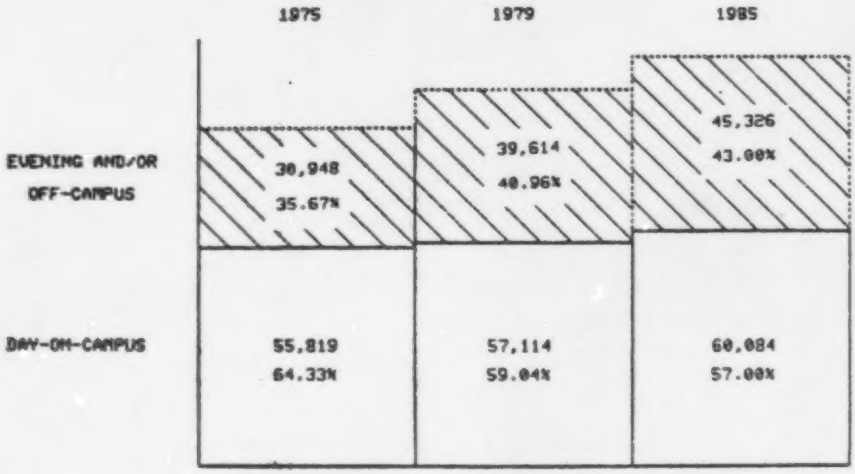
NOTE: A 2 percent growth rate was used in the calculations for the years 1982-85.

*The number of FTEs forecasted in 1980 reflects the potential enrollment reduction due to the 3 percent holdback.

**1981 and 1982 reflect the contract numbers tentatively agreed to by OFM and the State Board for Community Colleges, May 1980.

FIGURE I-9: CHANGES IN TIME AND LOCATION OF COMMUNITY COLLEGE FALL ENROLLMENTS

WASHINGTON COMMUNITY COLLEGES
FALL QUARTERS 1975, 1979, 1985



SOURCE: SBCCE Enrollment Reports and Planning Division.

TABLE I-37: MAJOR NEW PROJECT REQUESTS

WASHINGTON COMMUNITY COLLEGES
1981

PRIORITY	COLLEGE	PROJECT TITLE	1981 REQUEST
F-1	Spokane	Business/Vocational Building	$ 5,763,000
F-2	Walla Walla	Agricultural Tech. Building	3,435,700
F-3	Olympic	Purchase/Convert Dormitory	439,800
F-4	Wenatchee Valley	Allied Health/Science	2,060,100
F-5	Seattle Central	Physical Education	6,206,400
F-6	Ft. Steilacoom	Classroom/Lab Addition	2,722,900
F-7	Everett	Administrative Offices	1,485,700
F-8	Columbia Basin	Physical Education	2,954,300
F-9	Bellevue	Warehouse/Maintenance	805,300
F-10	Spokane Falls	Safety/Code Compliance	2,004,100
F-11	Yakima Valley	Auditorium/Office	3,444,900
F-12	Tacoma	Student Center	3,130,100
F-13	Walla Walla	Purchase Agricultural Facilities	649,900
F-14	Edmonds	Performing Arts Instruction	3,196,700
F-15	Skagit Valley	Physical Education	1,053,200
F-16	Green River	Music Instruction/Office	2,200,400
F-17	Clark	Business Occupations Building	3,050,900
F-18	Columbia Basin	Apprentice Facility	3,502,000
F-19	South Seattle	Vocational Facilities	4,378,600
F-20	Highline	Food Service Expansion	2,194,200
F-21	Tacoma	Physical Education	3,275,300
F-22	Skagit Valley	RC Expansion	1,065,600
F-23	Spokane Falls	Science Building	1,328,300
F-24	Olympic	Student Center (Design)	123,000
F-25	Tacoma	Maintenance/Storage	428,000
F-26	Yakima Valley	Purchase Mortgage	525,000
TOTAL			$61,423,400

SOURCE: SBCCE Financial Division.

Since 1962, the community college program mix has shifted from a strong academic bias to nearly a "50-50" balance of academic and vocational education. It is projected that the trend toward an increasing proportion of vocational education will continue. This is due in part to the increased need for supplementary vocational education as the student population grows older and to technology changes. Programs for the handicapped and educationally disadvantaged will continue to expand, adding to the diversity of programs available throughout the system. New ways to deliver programs will become more necessary as the price of gasoline increases and the cost of driving to central campus locations becomes more of a barrier. These include increased use of instructional TV, courses through newspapers and other approaches to remote offerings.

In making these kinds of assessments regarding the future, however, it is necessary to also look at the potential resource support levels. Accordingly, the following paragraphs present a comparision of the potential impact of three different levels of support. The support levels compared are based on projected numbers of FTE students to be funded. The FTE student level is used as a basis for comparison because, as stated previously, it is the primary influence in the appropriation of funds by the state and in the subsequent allocation of funds to the colleges. Under the concept of "enrollment contracts", which was first established by the legislature for the 1975-77 biennium, funding is based on the assumption that the community college system will meet, within a one percent tolerance band, an agreed upon number of FTE students. The policy of the SBCCE has been to annually allocate these enrollments to the colleges as minimums. If the college meets its minimum enrollment, there is no adverse effect on the following year's funding. A similar statement can be made regarding the system as a whole. There is no penalty for "over-enrollment", but neither is there any guarantee of subsequent additional funding. Since 1975-77, however, overenrollment has been funded by the legislature in succeeding biennia. Table I-38 below illustrates allocated versus actual enrollments.

TABLE I-38: ALLOCATED VERSUS ACTUAL ENROLLMENT

WASHINGTON COMMUNITY COLLEGES
FISCAL YEARS 1975-76 THRU 1979-80

FISCAL YEAR	ALLOCATED ANNUAL AVERAGE FTEs	ACTUAL ANNUAL AVERAGE FTEs
1975-76	79,781	86,773
1976-77	83,045	83,186
1977-78	86,072	85,666
1978-79	88,243	88,193
1979-80	90,101	98,000*

SOURCE: SBCCE Finance Division.

NOTE: 8th-day plus adds counting methodology, 1975-76; rolling 10th-day counting methodology, 1976-77 thru 1979-80.

*Estimate

The three projected levels of FTE students used for a comparison regarding the future were established as follows:

Projection A: Reflects the current plans of the colleges for programs and enrollment. It assumes a continuation of the current efforts to provide a wide range of educational services and represents the colleges' estimates of demand for those services.

Projection B: Was developed by the Office of Financial Management (OFM) for use by the community college system in its

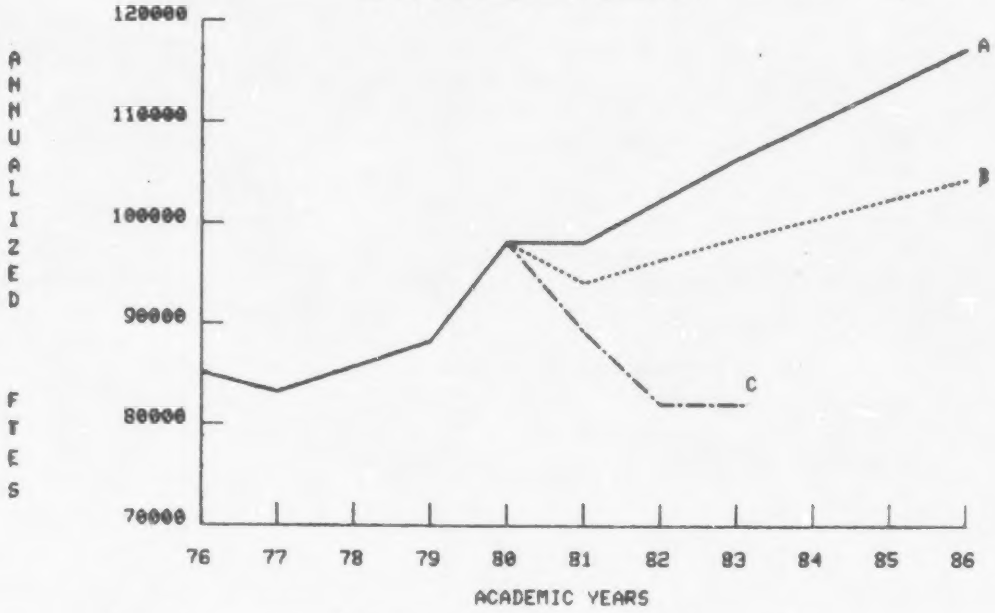
1981-83 operating and capital budget requests. It recognizes continued demand for community college services, but is tempered by consideration of the availability of financial resources.

Projection C: Represents the resources that are available in 1980-81 after the three percent reduction and the "target budget" levels for 1981-83, i.e., 12 percent below 1979-81 expenditure level plus inflation.

Figure I-10 below displays the actual community college FTE enrollments since 1975-76 and projections A, B, and C for the years 1980-81 through 1985-86.

FIGURE I-10: WASHINGTON COMMUNITY COLLEGE
ACTUAL ANNUAL FTE-STUDENTS
FOR ACADEMIC YEARS 1975-76 THROUGH 1979-80
AND
PROJECTED FTE-STUDENTS
FOR ACADEMIC YEARS 1980-81 THROUGH 1985-86

WASHINGTON COMMUNITY COLLEGES



SOURCE: SBCCE Student Enrollment Reports and Planning Division.

Projection A assumes a continuation of the trends that have been described and the current mission of community colleges to provide a wide range of lifelong educational services to a diverse student body.

Projection B recognizes continued demand for community college services and would allow a moderate amount of program expansion.

It does not reflect a major revision of the traditional "open door" mission and assumes a continued role for community colleges in serving the needs of part-time students.

Projection C, however, assumes no shift in the state's priorities in order to maintain community college service levels and could have major ramifications for the kinds of educational services offered, the responsiveness of the system to changing needs, and the accessibility of services to potential students throughout the state. There is a possibility that the trend toward more part-time older students attending in the evenings and at off-campus locations could be slowed or even reversed. This is because funding limitations would likely result in increasing reliance on tenured full-time instructors who, in many instances, are not trained in the subject areas being taught in the evening or do not live close to the extension sites where courses are needed.

The kinds of courses that could be most affected are the vocational upgrading courses taught in the evenings, recently-developed programs such as those for displaced homemakers, and other nontraditional courses having higher-than-average costs that cannot be accommodated by the restricted funding levels associated with Projection C. Academic transfer programs would be least affected because they are provided primarily by tenured, full-time faculty in the daytime, on campus, and serve the younger more traditional full-time student population.

The facility needs of the community colleges could be correspondingly affected if a return to campus-based offerings were to occur. The need for off-campus rented and leased facilities would be reduced and increased maintenance pressures would be placed on the campuses.

In the final consideration of the three projections, it becomes evident that if community colleges are to continue to serve their diverse student populations and to have accessible programs, then the continued development of off-campus and evening program offerings--which is fully possible under Projection A and partially possible under Projection B--is necessary in the 1980s.

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COMMUNITY COLLEGE STUDY
STATE BOARD FOR COMMUNITY COLLEGE EDUCATION
1980

CHAPTER II

AN EVALUATION: PUBLIC'S OPINION OF SYSTEM'S PERFORMANCE

II. AN EVALUATION: PUBLIC'S OPINION OF SYSTEM'S PERFORMANCE

2.1 Introduction

The "bottom line" for an educational enterprise rests with public sentiment--how do taxpayers and potential students perceive the importance and performance of community college programs and services? To answer this question, on February 1, 1980, the Washington State Board for Community College Education (SBCCE) contracted with Statistical Services Incorporated (SSI) to conduct a telephone survey of residents of Washington State to identify uses and attitudes about the Washington State Community College System.

The survey was conducted between March 7, 1980 and March 26, 1980. 1,173 households were contacted in which a responsible adult was interviewed. A stratified random sampling scheme was employed, which provided a cost-effective way to gain adequate representation for the state as a whole as well as selected sub-state areas.

The interview instrument was designed to collect information for five general areas of interest. The first area included information about past attendance and likely future attendance at community colleges. Also included were questions about the college attended, programs taken, student characteristics, and opinions about tuition charges and the transferability of community college classes to four-year institutions. The second area provided for evaluation of each of 23 community college programs and services. Each was assessed both in terms of its necessity--how strongly did the respondent feel about the need for that particular program to be offered in the community college system--and in terms of its quality--how well did the respondent feel the community colleges did in executing the program.

A third section of the survey addressed awareness of and participation in state-supported vocational technical institutes (VTIs). The fourth area measured the degree of confidence held by the respondent in each of several educational systems or institutions in the state. Finally, demographic data were collected. This permitted comparison of the surveyed individuals and households with general state population characteristics, and provided for associating demographic characteristics with attitudes and opinions.

In this report, the preceding areas of interest are discussed in the following order of presentation:

1. How familiar is the general public with the community college campuses?

2. What perceptions and opinions do people have concerning the community college system?

3. To what extent do people plan to utilize the community colleges?

4. How do people rate the necessity for and quality of community college programs?

5. How are community colleges perceived in comparison with the vocational technical institutes?

In addition to these five subject matter objectives, several geographic comparisons were of interest:

1. Differences between those who live inside Puget Sound and those who live outside, where the Puget Sound area is defined as King, Kitsap, Pierce and Snohomish counties.

2. Comparisons between multi-campus colleges and single campus colleges, and comparisons among multi-campus colleges;

3. Comparisons between Eastern and Western Washington residents; and,

4. Comparison of urban and rural residents.

2.2 Highlights of Findings

Given the range of objectives and geographic comparisons, the analysis of the findings can cover a wide variety of perspectives. By highlighting differentials in the observed preferences and opinions, the essence of the survey results can be conveyed without going into burdensome detail.

More than half of the households in the state have had a member attending a community college. Approximately 39 percent of the state's adult population has attended a community college. The statistical error on this estimate (at 95 percent confidence) is ±2.78 percent. Clearly, then, the community college system is second only to the public school system in utilization as an educational system in Washington State. This percentage did not differ markedly from area to area within the state. However, the age and ethnic compositions of those who attended did differ from that found in the general adult population.

The most frequently utilized programs were those connected with business, technical skills and academic transfer. The least used were architecture, public affairs and military sciences. Some differences in the composition of programs were found, especially between East and West and Urban and Rural, but the differences were not dramatic.

On a statewide basis, opinion is evenly split on the transferability of courses from community colleges to the four-year institutions. When this is examined geographically, however, we find that more people feel that courses are transferable in the eastern part of the state.

Interestingly, the perceived age of the typical community college student is substantially lower than the actual average age. This difference is found throughout the state. It is also found, but to a lesser extent, among those who have themselves attended a community college.

More than 75 percent of the state's adult population think that a quarterly tuition of approximately $100.00 is reasonable. Less than 5 percent feel there should be no charge, and only slightly more than 10 percent feel that it is either too expensive or too inexpensive. These findings showed no strong regional characteristics; i.e., the percentages were the same throughout the state.

In the degree of confidence held concerning the administration of educational institutions, the community college system ranked sixth of eight. Individual state-supported and private four-year universities and colleges were uniformly ranked the highest (the specific order depending on the part of the state where the respondent lived). State-supported vocational-technical schools were usually fourth. Last in all rankings was the K-12 system. One thing should be pointed out when considering these rankings, however. Not only is "confidence" being measured, but also knowledge and exposure. It is interesting that the confidence rankings are in reverse order of what we would think to be personal involvement. The system with the greatest exposure, K-12, was ranked last.

Plans to attend one of the community colleges are both uniform across the state and consistent with prior usage. Eighty-two percent of those who had attended said they plan to attend in the future. In addition, the community colleges have a clear edge over VTIs in preference for job training. This result also varied only slightly from one part of the state to another.

Two sets of questions in the survey measured the necessity and quality of each of 23 program areas, ranging from minority programs to daycare, from transportation to libraries. Most programs were deemed at least moderately necessary and moderately well done. No program that was perceived to be very necessary was perceived to be very poorly executed. However, wide variation was found between programs in different areas of the state.

Quickly looking at each of the 23 programs:

1. Senior citizen programs were deemed to be more than moderately important, but done more poorly than many other programs.

2. Programs for minorities were felt to be both moderately necessary and moderately well done.

3. Programs for women were rated almost identically to minority programs.

4. Programs for the handicapped were given less than moderate grades for performance. However, they were deemed to be the most important programs in the system.

5. Adult high school completion classes were felt to be quite important, and well done.

6. Apprenticeship programs were deemed to be nearly as important as high school completion classes, but were given only a moderate grade.

7. Intercollegiate sports, while thought to have moderate quality, were considered of neutral necessity.

8. Vocational programs were rated as quite necessary, but were rated as having only moderate quality.

9. English as a second language courses fell in about the middle of the entire cluster of programs in both necessity and quality.

10. Academic classes designed for transfer to four-year schools received a high necessity rating and reasonably good marks for quality.

11. Courses to upgrade job skills received slightly lower necessity and quality ratings than academic classes.

12. Courses taught through the media were felt to be only marginally necessary (except in certain geographic areas) and were given lower than average grades.

13. Courses in parenting and pre-schools were rated lower in both necessity and quality than most other programs, but not as low as media courses.

14. Off-campus program location was ranked, both in necessity and quality, about in the middle of all programs.

15. Transportation services to and from campuses were considered unnecessary and not well done. They rated lower than any other program or service on both criteria.

16. Attractive buildings and grounds received the highest quality rating of any program or service, but were considered essentially neutral in importance.

17. Parking facilities were highly rated in necessity, but only rated moderately in quality.

18. Cultural events for the community rated nearly identically with off-campus class location, in the middle of the rankings.

19. Daycare facilities were considered fairly important, but not too well done.

20. Financial aid to students was considered moderately necessary and of reasonable quality.

21. Counseling services were necessary and well done.

22. Information on community college programs and services was felt to be moderately necessary, but not extremely well performed.

23. Library facilities for use by the general community were felt to be moderately necessary, but service was not thought to be extremely well performed.

The fourth area of the survey sought opinion regarding vocational technical institutes. About 20 percent of the people in the state had never heard of any VTIs. In about 20 percent of the households, someone had attended a VTI, although nearly 30 percent of these confused a VTI with a community college.

As an external check on the reliability of the survey, the demographic characteristics of the sample were compared with those collected from other sources. As is common with telephone surveys which have no "sex screen", a higher proportion of women responded than men. The relative proportions of each seen here are typical of phone surveys conducted during evening hours. Compared with other data, the sample includes lower proportions of both older persons and the very young. Lastly, ethnic representation in the sample was similar to official state estimates, although the distribution within minorities was different, notably that Hispanics were less-represented.

The next section describes the detailed objectives of the survey, and summarizes the methodology utilized.

2.3 Survey Objectives

The five major objectives for the survey were based on the uses to which the survey data would be put and the conclusions that could be drawn from it. These considerations were derived from the document "Design for a Study of the Washington Community College System" prepared by the SBCCE in January of 1980. To quote from page 3 of that document:

> "The 'bottom line' for an education enterprise rests with the public sentiment. A public-at-large survey will provide information concerning the importance and performance of community college programs and services as perceived by the Washington State taxpayers."

From this general goal, the following specific objectives for the survey were developed.

1. What is the exposure of the citizens to the community college system?

    a. Who has attended?

    b. How many families have members who have attended?

   c. How was attendance distributed among the campuses?

   d. What programs were taken?

   e. To what extent were off-campus classes taken?

   f. What are likely future attendance patterns?

   g. What is the perception of the age of the typical student?

   h. What is the perception of the appropriateness of current tuition and fees?

   i. What is the perception of the transferability of community college programs and services to four-year institutions?

2. What is the evaluation of the necessity and quality (performance) of community college programs and services?

   a. On a scale from "very necessary" to "not at all necessary", where does each program fall?

   b. On a scale from "A" (high quality) to "E" (low quality), how well is each program performed?

3. How aware is the public of the state-supported voctional technical institutes? (VTIs)

   a. What proportion of the population has heard of the VTIs by name?

   b. How many have attended VTIs?

   c. Are VTIs or community colleges preferred for vocational training?

4. What levels of confidence does the public have in the educational systems in the state? Specifically, how much confidence do the people have in the following eight systems or institutions?

   a. K-12, public schools?

   b. Community colleges?

   c. University of Washington?

   d. Washington State University?

   e. All other state-supported four-year institutions?

   f. Private four-year colleges and universities?

   g. State-supported vocational technical institutes?

   h. Private vocational schools?

5. Within the state, what types of regional, or social factors are correlated with differences in perception and attitude?

   a. What differentials are observed inside versus outside Puget Sound?

   b. What kinds of differences occur between multi-campus and single campus districts, and within multi-campus districts?

   c. What are the differences between Eastern and Western Washington?

   d. What are the differences between those who live in urban areas and those in rural areas?

   e. What specific attitudes and opinions are held by people in Thurston County versus those in Lewis County?

2.4 Summary of Methodology

The method employed in the execution of this survey consisted essentially of five steps. The full particulars of each step are described in Appendix B, but this summary will give the reader a feeling for the process that was used.

2.4.1 Survey Instrument Design

The first step was the design of the instrument. This consisted of formulating the objectives in the form of questions as presented above, discussing these ideas with the SBCCE staff, and then drafting an initial version of the questionnaire. The first draft was reviewed and modified during discussions with SBCCE, leading to a second draft. The second draft was pre-tested on 35 individuals. The pre-test was then evaluated in terms of clarity, execution speed, and script refinements. The results of the pre-test were then incorporated into the final draft of the instrument, ready for execution. Appendix C contains a copy of the final questionnaire.

2.4.2 Sample Selection

The sample was selected from current telephone books covering all of Washington State. A computer-generated random number table determined the individuals to be contacted. Approximately 4,500 persons were initially selected, since refusals and no-answers were not recontacted.

2.4.3 Execution

The survey was executed between 5:30 and 9:30 on weekdays and 11:00 to 5:00 on weekends. Telephone interviewers trained for the survey were used, and a full range of quality control checks was incorporated.

2.4.4 Data Preparation

Data from the survey were received and checked, and any code errors were clarified. Then it was entered into a pre-defined computer control form which eliminated illegal characters and guaranteed appropriate data entry. The data were then verified and made available for analysis.

2.4.5 Data Analysis

Most of the data analysis consisted of computation of tables in a form allowing extraction of relevant observations. Several table forms were used, examples of most of which will be seen in this chapter. The rankings and differentials discussed throughout this chapter were consistently found to form the same groupings and differences using different measurement approaches. Although appropriate statistical tests were performed for the data relationships discussed, these results are not discussed in order to focus attention on the relationships of substantive interest.

2.5 Detailed Discussion of Findings - Statewide Results

In the following pages summary results[1] of the survey are presented for the State of Washington as a whole. Not only will this give an overall picture of uses, attitudes and opinions about the community college system, but it will also acquaint the reader with the data contained in the survey.

As discussed in Appendix B, the results for the state as a whole are the weighted sums of the data collected in each of eight regions of the state. A weighted data analysis is employed here to reconcile the differences in sample sizes in each geographic sampling stratum.

The actual sample size for the entire survey was 1,173. When the weights are applied, this number becomes 7,462. This is the basis for the percentages presented in the following discussions of statewide results.

2.5.1 Familiarity and Experience with the Community College System

Questions 1, 2 and 3 of the survey (see Appendix C) established the familiarity and experience of the respondents with the community colleges in the state. Fifty-five percent of the respondents said that a member of their family had attended a community college. Question 1 was presented in such a way that if the respondent indicated that someone in the family had attended, he or she was asked question 2, had the respondent personally attended a community college. If so, the respondent was then asked which one, where the class was located, and in what type of program. Nearly 42 percent of persons interviewed had attended a community college. This means that as many as two out of five adults in the state of Washington have had personal contact with a community college.

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[1] The complete SSI survey report, approximately 350 pages, is available through the SBCCE office. Further, Appendix D contains the summary results for the entire survey.

It is possible, however, that this estimate is somewhat high. Since these questions were asked first in the survey, the respondent may not yet have clearly understood the distinction, say, between community colleges and four-year colleges, or community colleges and vocational technical institutes. Those who said they had attended were asked, in question 2a, which school they went to. Of those who said they had personally attended a community college, 7.51 percent gave a "non-college" answer or didn't know. This is a measure of the extent of any possible confusion mentioned above. If the estimate of 41.93 percent for total attendance is discounted by 7.51 percent, a revised estimate of community college participation becomes 38.78 percent. The range for this figure, with 95 percent confidence interval, is from 36.00 to 41.56.

The "correction for confusion" was also evident in the responses to question 2c, what type of program was taken during attendance? About 4 percent of the respondents didn't indicate a type of program, while 6.4 percent listed some type other than those in the usual classifications. These figures are in line with the "discount" factor found above.

The most-used program area was business and commerce technologies, followed by health sciences, health and physical education, general academic studies and business management. Not referenced at all were architecture and environmental design, public affairs and services, and military science. No single area of study, however, was overwhelming in its response by students, the highest share being 9.62 percent for business and commerce technologies.

2.5.2 Perceptions and Opinions about the Community College System

Question 5 of the survey was directed toward perceptions regarding the transferability of community college academic courses, the age of students and student costs. Slightly more than 42 percent do not know if the courses are easily transferable, but 44.94 percent think they are easily transferred. Among those who have attended a community college a lower proportion felt that the courses were not transferable than those who have not attended a community college. However, a high proportion of those who have attended a community college indicated that they do not know if they are. Further, among those who have personally attended or have someone in their family who has attended a higher proportion do not think the courses transfer. There is clearly some confusion about this point in the minds of community college users.

Concerning perceived age, over 75 percent of the respondents said the age of the typical community college student was between 19 and 29, with nearly 40 percent estimating between 19 and 20. In 1979, the average age of the actual community college student population was 29.8 years, with only 20.68 percent under 21 years old. Clearly, the actual student population is much older than the perceived student population.

These perceptions are dependent, however, on the level of contact with the community college system. It was shown that those who have themselves attended or who have had members of their family attend community colleges tend to estimate the average age higher than those that did not. The estimate was more accurate still for those who had personally attended. For all users, however, the estimated average age tended to be lower than the actual average age.

Opinions about the tuition charged by the community colleges was the subject of question 7. Over three-quarters of the respondents thought the current quarterly $100 charge to be reasonable. Those who were not satisfied split virtually evenly between too expensive, too inexpensive and "there should be no charge".

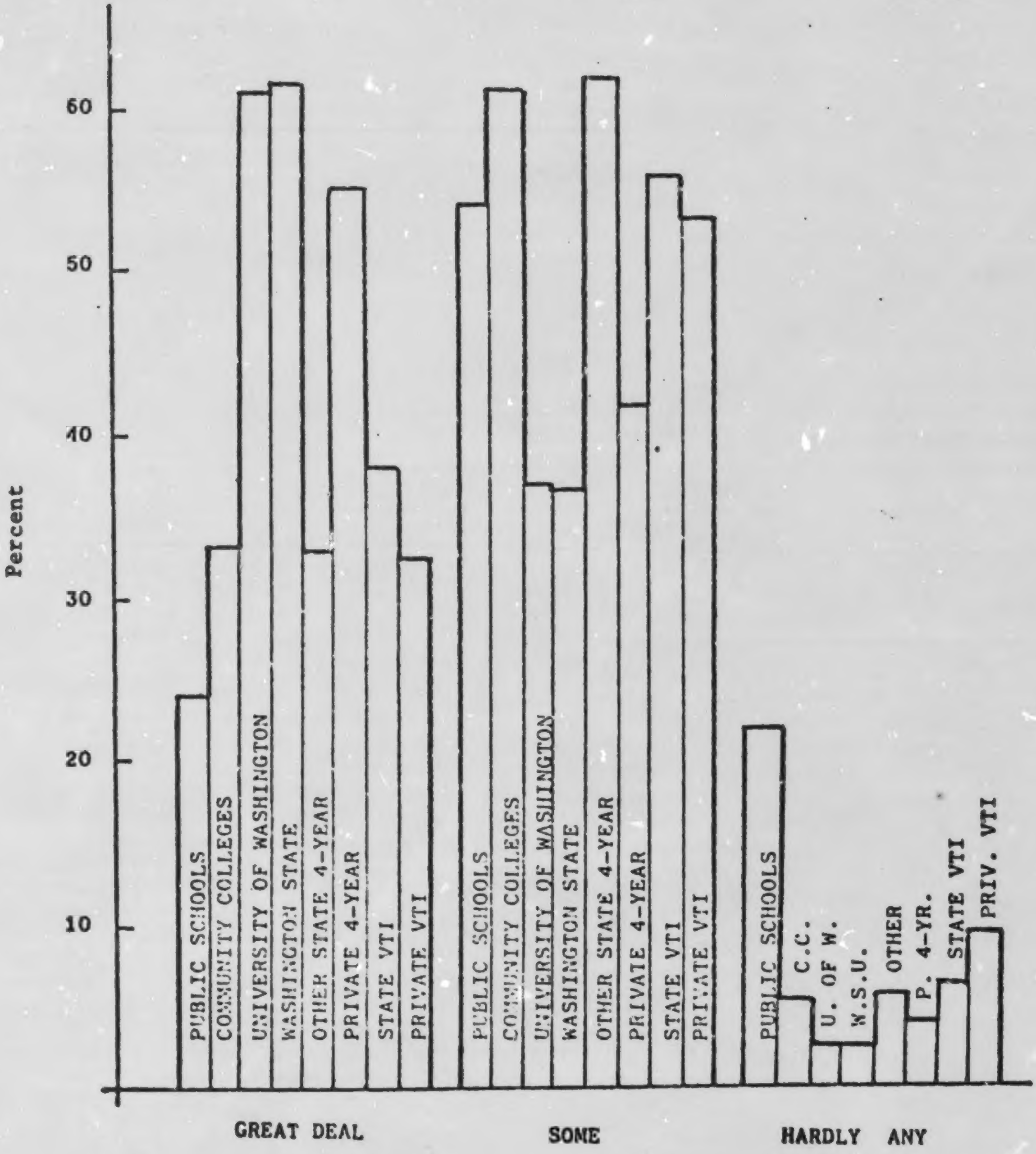
Questions 58 through 65 sought to get at perceptions about the community college system in another way, by means of assessing the public's confidence in its administration within the context of other education institutions in the state. The results are synthesized and compared in Figure II-1. In Figure II-1, "don't know" responses have been deleted from the histogram percentages. Clearly, the confidence is greatest in the administration of the state's two large research institutions, the University of Washington and Washington State University. Private four-year institutions are ranked third in terms of "a great deal" of confidence, with state-supported vocational technical institutes fourth. The community colleges and private vocational schools are virtually tied for "a great deal" of support. Note, however, that the K-12 system, which is held in least confidence, is the most familar to respondents while the two major universities that are held in highest confidence have much less familiarity. This inverse relationship between confidence and familiarity can be seen by reviewing the response patterns found in Appendix D.

An overall conventional score for each system can be obtained by giving each "great deal" opinion 2 points, and each "some" opinion 1 point and each "hardly any" no points. The ranking of the eight systems, in order of their average score per respondent, is:

1. University of Washington
2. Private Four-year Schools
3. Washington State University

FIGURE II-1: CONFIDENCE IN ADMINISTRATION OF VARIOUS SCHOOL SYSTEMS

COMMUNITY COLLEGE SURVEY



SOURCE: SBCCE Public Opinion Survey, Spring 1980.

4. State Voc-Tech Schools
5. Other Four-year Institutions
6. Community College System
7. Private Voc-Tech School
8. Public School System (K-12)

As shown in the discussion of Section 2.6, there are geographic differences in these rankings.

2.5.3 General Interest in Utilization of the Community College System

Two questions in the survey specifically dealt with feelings toward future use of the community college system. Question 4 asked if the respondent or anyone in the respondent's family expected to attend a community college in the next two years, and if so, what types of programs were they contemplating.

Slightly more than 38 percent of the general population has some idea about going to a community college in the future, about the same proportion as has attended in the past. However, the choice of future programs is different. In comparing what programs "had been taken" with what program "to be taken", a higher proportion of people wanting engineering, fine and applied arts, mechanical engineering and technology is evident. Less attention is being paid to social sciences, health services technologies, computer technology, occupation support classes and general academic courses. Part of these differences may be accounted for by assuming that what people may take in the future is more of a reflection of what they would enjoy, whereas what they have taken in the past is a reflection of a more realistic assessment of their needs and resources.

Of those who said they plan to attend a community college in the future, 82 percent had already attended a community college. In addition, slightly more than 50 percent of those who had attended in the past plan to return in the next two years. (This figure, however, includes those who are currently attending.)

Question 57 addressed the choice between attending a community college or a VTI for job training. Table II-1 on the following page describes the responses to this question, and shows a clear preference for community colleges over VTIs for job training.

TABLE II-1: WASHINGTON COMMUNITY COLLEGE STATEWIDE SURVEY

IF YOU WERE GOING TO TAKE A JOB TRAINING COURSE IN THE FUTURE, WOULD YOU PREFER TO TAKE THE COURSE AT A VOCATIONAL TECHNICAL INSTITUTE OR THROUGH A COMMUNITY COLLEGE?

	NUMBER OF RESPONSES TO ANSWER	PERCENT OF TOTAL ANSWERS
VOCATIONAL TECHNICAL INSTITUTE	2,194	29.40
COMMUNITY COLLEGE	3,370	45.17
DK/NA	1,898	25.43
TOTAL	7,462	100.00
MISSING RESPONSES	0	
GRAND TOTAL	7,462	100.00

SOURCE: SBCCE Public Opinion Survey, Spring 1980.

2.5.4 Program Area Evaluation: Necessity versus Quality

In order to gauge general public opinion about a number of community college program areas 23 program areas were reviewed and rated according to two criteria. The first criterion was how *necessary* did the respondent feel it was for the community college to provide the program. The second criterion was what did the respondent feel was the *quality* of the program offered by the community colleges. Each criterion allowed a range of five responses in addition to "don't know". For the necessity of the criterion, "Very Necessary", "Moderately Necessary", "Have No Feelings", "Marginally Necessary", and "Not at All Necessary" were used. The evaluation of quality was made with letter grades ranging from A for excellent to E for totally unsatisfactory.

Table II-2 on the following page lists the 23 program areas considered. The programs were presented to the respondent in groups both for ease of presentation during the interview and because of logical relationships between the types of programs. For example, the four classes of special programs--senior citizens, minority students, women and handicapped students--were presented together. The next nine programs were directed toward academic, job skill or vocational offerings provided by the community college system. The third set of programs discussed, items 14 through 23, could be defined as auxiliary or support programs; e.g., daycare facilities, financial aid.

TABLE II-2: PROGRAM AREAS EVALUATED FOR NECESSITY AND QUALITY

COMMUNITY COLLEGE SURVEY

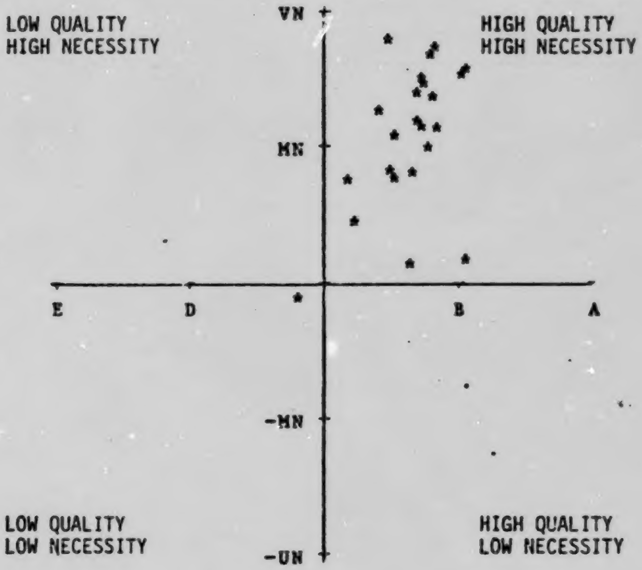
1. Senior Citizen Programs
2. Minority Students Programs
3. Women's Programs
4. Handicapped Students Programs
5. Adult High School Completion Classes
6. Apprenticeship Training
7. Intercollegiate Sports Programs
8. Vocational Programs to Prepare Students for Entry Level Job Skills
9. English as a Second Language
10. Academic Classes which will Transfer to a 4-year Degree Program
11. Courses to Upgrade Present Job Skills
12. Courses Taught Through Media
13. Courses in Parenting and Cooperative Pre-Schools
14. Off-Campus Programs at Convenient Neighborhood Locations
15. Transportation to and from Campus
16. Attractive Buildings and Grounds
17. Adequate Parking Areas
18. Cultural Events such as Plays and Concerts
19. Day Care Facilities on Campus
20. Financial Aid for Students
21. Counseling Services
22. Information on College Programs and Activities
23. Library Facilities for Use by the General Community

SOURCE: SBCCE Public Opinion Survey, Spring 1980.

A useful technique for extracting detailed evaluations of each program is to plot the average "score" for necessity and quality on a coordinate grid.[2] A program for which the average necessity and quality scores fall in the upper right of the graph is one which is very necessary and also well done, in the opinion of those surveyed. One which falls in the lower right is being well done, but is not considered very necessary. Programs which fall in the upper left are deemed to be quite necessary, but are not being accomplished very well. Finally, those programs whose average necessity and quality score fall in the lower left quadrant of the graph are considered not very necessary and not very well executed. The point plotted in these graphs is the average "score".

Figure II-2 is a plot of the average scores of all program areas. As can be seen from this figure, the vast majority of the programs (indeed, all but transportation to and from campus) lie in the upper right quadrant, indicating both the necessity and moderately high quality of the programs. In particular, it should be noted that no program which was considered moderately or very necessary received a poorer-than-average quality grade. (The lower right quadrant of Figure II-2 is empty.) In short, all but one program was considered necessary and being performed at a better-than-average level.

FIGURE II-2: AVERAGE NECESSITY/QUALITY
ALL PROGRAMS
COMMUNITY COLLEGE SURVEY



SOURCE: SBCCE Public Opinion Survey, Spring 1980.

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[2] A system of conventional scores for the five ordinal response categories was used, assigning the number "1" to the highest and the number "5" to the lowest for both the necessity and quality dimensions.

An alternative but equally useful method for measuring either the necessity or performance of an item is to establish a ranking based on the difference between the extreme responses for each item. This is done, for example, in the case of a necessity item by subtracting the percent of "not at all necessary" responses from the percent of "very necessary" responses. In the case of a performance item, it is done by subtracting the percent of "E grades" from the percent of "A grades". Using this technique a set of rankings is established. Table II-3 lists the programs from the most necessary to the least with their associated performance rank listed for comparison.

TABLE II-3: PROGRAM AREAS RANKED FROM MOST NECESSARY TO LEAST NECESSARY BY PERFORMANCE RANK*

COMMUNITY COLLEGE SURVEY

	RANK	
PROGRAM	NECESSITY	PERFORMANCE
Handicapped Programs	1	18
Transferable Academic Classes	2	4
Vocational Training - Entry Level	3	6
High School Completion	4	1
Information on Programs	5	3
Apprenticeship Training	6	7
Upgrade of Present Job Skills	7	19
Counseling Services	8	10
Adequate Parking	9	9
English as a Second Language	10	5
Senior's Programs	11	20
Community Library Services	12	13
Financial Aid Programs	13	14
Women's Programs	14	12
Minority Programs	15	11
Convenient Off-Campus Locations	16	15
Day Care Facilities	17	21
Parenting and Cooperative Pre-School Programs	18	17
Cultural Events	19	16
Transportation to and from Campus	20	22
Courses through the Media	21	23
Inter-Collegiate Sports	22	8
Site Attractiveness	23	2

SOURCE: SBCCE Public Opinion Survey, Spring 1980.

*Note that even the lower ranking items tend to be judged better than average as is shown in Figure II-2.

From this table it can be seen that the respondents placed handicapped programs, transferability of academic classes and vocational preparatory programs among the most necessary areas to be served by community colleges. The corresponding performance rankings indicate that handicapped programs were considered to be low in performance while academic classes and vocational entry programs are thought to be fairly well performed.

Site attractiveness appears to have a low priority among those surveyed, although they believe that the colleges have achieved a high level of performance in this area.

2.5.5 Comparisons of Community Colleges and Vocational Technical Institutes (VTIs)

Questions 54 and 55 were so-called "unaided" and "aided awareness" questions. In the "unaided awareness" question, the respondent was asked to name any VTIs that came to mind. In the "aided awareness" question, he or she was asked if they had heard of any of the VTIs they had failed to mention in the previous question. In this manner, one can identify both the VTIs that readily came to mind, as well as the level of general awareness about a given VTI.

About 66 percent of the respondents could not come up with the name of a VTI without help. The most frequently named VTI among those named was, in fact, a community college. Of the actual state-supported VTIs that were named, L.H. Bates and Renton were most familiar, although Clover Park was also well known. Bellingham and Lake Washington were the least well known.

Even when the VTIs are named, as in the aided awareness question, over 30 percent of the respondents had not heard of them. With assistance, however, Clover Park and Lake Washington emerge as the most well-known VTIs, with the remaining three virtually tied for second place.

VTI attendance was assessed in question 56. Of the households sampled 20 percent had members who had attended state-supported vocational-technical institutes. However, included in this number are 3 percent who thought the VTI was a community college or vice versa. This could have been because of mis-information on the part of the person interviewed regarding some other member of the household.

Among those who stated that someone in their household had attended a VTI, the only significant demographic characteristic was found to be ethnicity. Each ethnic group except Asians is represented in accordance with its share of the total state population. However, Asians are only about one-third as likely to be a student at a VTI. This same representation by Asians was found among community college attendees as well--although not to this extent.

Preference for VTIs or community colleges for vocational education was asked in question 57. The responses indicate a 3 to 2 preference for community colleges. Even among those who themselves had attended or had a household member who attended a VTI, a higher proportion would go to a community college for vocational training. Non-VTI attendees showed even a greater preference for community college.

It should be noted, however, that the exploration of the relationship between community colleges and VTIs is not detailed. The preferences expressed are very general. A more specific survey would have to be done to identify factors underlying the preferences covered here.

2.6 Detailed Discussion of Findings, Intra-State Comparisons, and Specific Area Analyses

A major objective of the survey was to look at regional opinions and attitudes about the community college system within the state. Three of the regional areas designated for analysis were:

1. Inside Puget Sound vs. Outside Puget Sound. Following the area covered by the Puget Sound Council of Governments, King, Pierce, Snohomish and Kitsap counties were defined for the purposes of this survey to be "Puget Sound". Respondents in this area were compared to respondents in the rest of the state.

2. Western vs. Eastern Washington. The state was divided east and west using the Cascade Mountains as the dividing line.

3. Urban vs. Rural. Using Zip Codes, the sample population was divided into those who lived in urban areas (e.g., Spokane, Seattle, etc.) and those who did not. The determination of what constituted an "Urban Area" was based on a review of each area in the state. An area was considered rural if the population was low (under 50,000 for example), the economic base of the community was agriculture, forestry or related activities, and the area did not lie close to a large urban area.

The course of these presentations follows the same order as that used in Section 2.5. In general, the discussion will highlight the areas where major differences were observed within each of the three regional dichotomies.

2.6.1 Comparison of Inside Puget Sound with Outside Puget Sound

The Puget Sound area is the most densely populated area of the state. Over half of the population in Washington lives in the Puget Sound region.

There was no substantial difference found between the two groups in their responses to question 1, which asked if the respondent or anyone else in the household had attended a community college. The proportions found were virtually identical to those found for the state as a whole. Neither was a noticeable difference found in personal attendance, the subject of question 2. However, some differences can be noted in the responses to question 2B. Outside of Puget Sound, nearly twice as many respondents had attended classes in off-campus locations. A similar difference was found between both Western and Eastern Washington and between urban and rural respondents. This implies that rural areas and Eastern Washington people are more likely to be served by off-campus class locations.

Concerning the distribution of types of programs taken by residents in the two areas, there are slight differences evident in virtually all categories and several have quite distinct differences. Health services and paramedical technologies have over twice as many participants inside Puget Sound as outside, while the reverse is true of mechanical and engineering technologies. These two programs had the most pronounced differences in participation between the two regions.

No differences were found between regions for question 3, which asked if the respondent had ever been on a community college campus, nor were any differences found in question 4, which asked the respondent's intent to attend a community college in the next two years. However, for question 5, which elicited perceived ability to transfer community college courses to four-year institutions, a substantial difference was observed. More than half of the respondents outside Puget Sound felt that classes were readily transferable, compared to just under 40 percent of those inside Puget Sound. In addition, a lower proportion of "Don't Know" responses was received from those outside of Puget Sound.

The responses to both the question on the estimated average age of community college students and the one on opinion about tuition charges showed no differences from the statewide results.

In questions 58 through 65, which asked the respondents' confidence in each of several educational systems in the state, several regional differences were identified. Greater confidence in the public school system was expressed outside of Puget Sound than inside. Those outside of Puget Sound also had greater confidence in Washington State University and the other state-supported four-year schools. However, those in Puget Sound had greater confidence in both private and four-year institutions and in state-supported vocational schools.

By using conventional scores similar to what was done in Section 2.5.2, educational systems can be ranked according to the level of public confidence in each of them. This is displayed in Table II-4. The most noticeable difference in rankings between those inside Puget Sound and those outside Puget Sound relates to vocational technical institutes. They are ranked above community colleges inside Puget Sound and behind community colleges by those outside.

TABLE II-4: CONFIDENCE RANKINGS OF EDUCATIONAL SYSTEM INSIDE/OUTSIDE PUGET SOUND

COMMUNITY COLLEGE SURVEY

RANK	INSIDE	OUTSIDE
1	Washington State	Washington State
2	Private 4-Year Schools	University of Washington
3	University of Washington	Private 4-Year Schools
4	State VTI	Community Colleges
5	Community Colleges	State 4-Year
6	State 4-Year)	State VTI
7	Private VTI	Private VTI
8	K-12	K-12

SOURCE: SBCCE Public Opinion Survey, Spring 1980.

Evaluation of program necessity and quality by those inside and outside Puget Sound yielded mixed results. Of the 23 programs, 13 had only marginal differences in either necessity or quality evaluation. These were: (1) senior citizens' programs; (2) handicapped programs; (3) adult high school completion; (4) apprenticeship training; (5) vocational programs; (6) academic classes; (7) courses to upgrade job skills; (8) media courses; (9) parenting and cooperative pre-schools; (10) adequate parking; (11) cultural events; (12) financial aid; and (13) information on college programs and activities. The other 10 programs exhibited a range of evaluations by those inside and outside Puget Sound.

Minority student programs were deemed less necessary and less well done by those outside Puget Sound. The same relationship is true, but to much less extent, with regard to special programs for women. However, intercollegiate sports were felt to be more necessary, and slightly better done, by those outside Puget Sound. In fact, among those inside Puget Sound, the general feeling of necessity for intercollegiate sports was neutral.

"English as a second language" was felt to be almost as important by those outside as those inside Puget Sound, but less quality was attributed to the execution of the program by those outside.

Outside Puget Sound off-campus programs are perceived to be more necessary and better done, which is in line with the greater use of them mentioned earlier. On the other hand, respondents outside of Puget Sound feel that transportation is more necessary than those inside, although these people rank it as not being very necessary. Outside of Puget Sound, respondents think that attractive buildings and grounds are significantly more important than do those inside Puget Sound, but both sets of respondents give equal performance ratings.

Both the necessity for and the quality of daycare programs was rated higher inside than outside Puget Sound, while counseling services were considered to be more necessary and library facilities of greater quality by those outside of Puget Sound.

In summary, no major differentials were found with regard to fundamental programs--academic, vocational, job training, etc. The differences that did occur were among special group programs (e.g., minority) or support activities such as daycare facilities. Also, outside Puget Sound people seem to believe there is greater necessity for, and better quality in, programs which extend community college services into the community, such as off-campus classes and sports.

Finally, opinion toward vocational technical institutes reflects the proximity of four of the five state-supported VTIs to the Puget Sound area. Both unaided and aided awareness are higher in Puget Sound than outside, with the logical exception of Bellingham, the location of the only VTI outside of Puget Sound. There is no difference in the proportion of respondents who would attend a VTI. However, a lower percentage of "Don't Know" responses was found among those outside of Puget Sound than inside, the difference being in the community college choice.

A summary of the differences between those respondents inside Puget Sound and those outside would indicate that there are none concerning items of major substance. Usage is about the same in terms of the percentage of the population attending. The confidence in and attitudes about the community colleges seems more positive outside than inside, but reasons for this were not examined in the questionnaire. There also appears to be greater interest outside of Puget Sound in the extension of community college programs into the community.

2.6.2 Western Washington Residents versus Eastern Washington Residents

Since there are pronounced population, geographic and lifestyle differences between Western and Eastern Washington, it is customary to see if this regional split exerts a visible effect on the survey results. The crest of the Cascade Mountain Range was used as the dividing line between East and West.

Only slight differences in attendance (questions 1 and 2) were found between the two areas with Eastern Washington respondents exhibiting a slightly lower tendency to attend.

Regarding the kinds of programs taken, Eastern Washington respondents demonstrated greater interest in agriculture and slightly greater interest in natural sciences and mechanical engineering than those in Western Washington. Greater proportions of Western Washington students attended classes in academic areas, foreign languages and social sciences.

Potential attendance (question 4) is slightly higher in Western Washington reflecting, probably, the marginally higher attendance pattern. Eastern Washingtonians, however, have substantially more confidence in the transferability of classes than do those in Western Washington.

No differences were found between East and West in the responses to the student age question or the tuition question (numbers 6 and 7, respectively).

Some differences were indicated with regard to confidence in various educational systems in the state. Some of the observed patterns were regionally based; e.g., less knowledge of the University of Washington (higher percentage of "Don't Know" responses) and much stronger support for Washington State University was found in the East. Somewhat higher confidence is held for the other four-year state-supported institutions in Eastern Washington than in the West. This is accompanied by much lower confidence in private four-year schools among people in Eastern Washington. Finally, Eastern Washingtonians have generally less confidence in VTIs than do those in Western Washington.

In the evaluation of the necessity and quality of community college programs, differences of some note were found among 9 of the 23 program areas. In four cases those in Western Washington thought a program was both more necessary and done better than those in the eastern part of the state. These were senior citizens' programs, English as a second language, transportation and media courses. In all cases, opinions about the differences in quality were much wider than the differences in opinon about necessity.

The program area for which those in Eastern Washington differed most sharply from those in Western Washington was intercollegiate sports. Western Washington respondents found sports of considerably less necessity than those in the east. They also gave it a lower grade. Eastern Washingtonians also felt that some other programs were at least slightly more important, as well as better done. These were apprenticeship training, vocational programs and library facilities.

There was one program area, counseling, for which those in Eastern Washington felt the program was more important but of lower quality than those in Western Washington. The evaluation of necessity was only marginally different. However, the quality evaluation was quite a bit lower.

Clearly, the exposure of Eastern Washingtonians to vocational technical institutions is much less than it is to those in the west. Almost 75 percent of the eastern respondents listed "none" when asked to name a VTI (unaided awareness). Of these, nearly half (46 percent) did not recognize the VTI when named (aided awareness). This same lack of exposure is reflected in attendance. Less than 10 percent of the eastern respondents had attended a VTI. These data, of course, again reflect the fact that none of the five public VTIs are in the eastern part of the state.

In summary, there was no overall prevailing pattern of difference between Eastern and Western Washington respondents. Some areas of study; e.g., agriculture, received a naturally higher interest rating in Eastern Washington, but attendance patterns were generally comparable. Some differences were found in the confidence held in various educational systems, mostly having to do with four-year institutions. Finally, it is clear that differences in the opinion toward VTIs can be explained by their geographic locations.

2.6.3 Urban Area Residents versus Rural Residents

The definition of what constitutes "urban" versus "rural" is not as easy as it is for the geographical areas. Urbanization is not purely a function of population size, but can also include factors such as economic base and proximity to large cities. For example, Olympia is not a large city, but certainly could not be considered rural. However, Aberdeen-Hoquian with an economic base of forestry and fishing, would not be considered urban. The determination of urban or rural residence, then, was essentially made on a case-by-case basis. Generally, if an area had a population of less than 50,000, was not near a major urban area (Seattle, Spokane, Tacoma), and had an economic base of agriculture, forestry, fishing or related activities, it was considered rural. The actual allocation of respondents to the urban or rural classification was made by examining the Zip Code of each household sampled.

Community college attendance by members of rural households is somewhat higher than it is for urban households. A higher proportion of urban respondents had attended classes in on-campus locations.

The tendency to attend a community college in the next two years is slightly less for urban relative to rural respondents. Opinions about the transferability of community college courses is slightly more positive among rural residents than among urban residents.

The confidence held by urban and rural residents in various educational systems and institutions differs little; consistently similar patterns are found for all institutions when the "don't know" responses are excluded. Within each set of respondents the rankings are substantially similar to that observed for the state as a whole. That is, the two major universities are ranked consistently highest; the private four-year institutions follow; the state VTIs, community colleges and private VTIs form the next lowest grouping; and the K-12 system is distinctly at the lowest level.

Program evaluation by urban and rural respondents did not show any major differences with regard to basic education and training. The differences that were noticeable occurred within the area of support programs: off-campus, transportation, cultural events, community library services, and intercollegiate sports.

Urban respondents rated the necessity of intercollegiate sports, off-campus and community library services distinctly lower than did the rural people. Transportation and cultural events were also ranked lower by urban people, although by not as great a margin as found for the preceding three programs.

Although differences were noted between urban and rural respondents in the importance of sports and transportation, within the rankings given by each set of respondents these two programs were both rated relatively low in importance. Community library services, off-campus offerings, and cultural events while again showing differences between the sets of respondents, achieved higher placed ratings within the rankings by each group relative to intercollegiate sports and transportation.

In terms of quality, the major differences in ratings were found for intercollegiate sports and community library services, which rural respondents viewed as being performed better. Rural people also saw off-campus offerings and cultural events as being performed better, although the differences were not as striking as the preceding ones. Rural people did view one area as being performed at a less satisfactory level than did urban people--transportation.

The awareness of VTIs differed little between urban and rural people. Both groups exhibited similar attendance patterns and training preferences.

A summary of the results found in this section on urban and rural respondents includes the following. First, it appears that rural people see the community college more as a focal point of community identification than do urban people. Second, rural people expect the college to have more community involvement than do urban people. Third, aside from the stronger identification with a community college indicated by rural respondents, urban respondents appear to share many of the same attitudes with those in the rural areas about the necessity and quality of college programs and have a similar pattern of confidence in educational institutions.

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CHAPTER III
DISTRICT BOUNDARIES

III. DISTRICT BOUNDARIES

3.1 Assumptions

The Community College Act of 1967 established a system of districts, separate from common school districts and inclusive of all areas of the state. The assumptions underlying this system were set forth in the Arthur D. Little report of 1966. In this study, it was assumed that community colleges were to be responsive to the needs, desires, and aspirations of their communities. It was further assumed that this could best be accomplished by an organizational structure which would place the primary responsibility for planning, operating, and administering in the hands of people who were aware of and responsive to the needs of the area. It was also believed undesirable to create a highly centralized system of colleges with the locus of policy making, administration, and operations at the state level.

3.2 Criteria

Based on these assumptions the Arthur D. Little report set forth several criteria for the formation of districts to cover the state. These included:

1. Inclusiveness - All areas of the state should be included in a district;
2. Size - At least 1,000 full time equivalent, day students per district;
3. History - Existing colleges and technical institutes should form the primary nuclei for the districts; there should be no merger of existing colleges; and all community colleges and VTIs should be included in the system;
4. Accessibility - Community college education should be geographically placed to provide easy access for the residents of a district;
5. School/County Boundaries - Were to be used as a matter of convenience in drawing district boundaries.

The first criterion was established to ensure that current and future needs of every area of the state would be included in the planning and operating responsibilities of some community colleges. The second was an arbitrary figure based on other states' experiences and was to ensure breadth in program offerings. The fourth and fifth criteria are self-explanatory.

The third criterion played the most important role in the final determination of many of the districts. Consistent with the assumptions above, the Little recommendations recognized "patterns of cooperation" and configured districts around existing colleges and technical institutes. This provided for an immediate support system for the new districts, capitalizing on the enthusiasm, attitudes and experience of the institutions already in place.

Finally the A. D. Little consultants admitted that the district plan itself was "not a product of any mechanical application of abstract criteria but rather an attempt to employ judgment and the understanding of the current operations of community college education in Washington." The legislature expanded on the Little recommendations by setting 22 instead of 20 districts; also school districts were given the option to retain or release their VTIs to the community college districts. To date five of the six VTIs are still within the common school system, and the statute no longer provides for the option.

3.3 Current Configuration

The legislature adopted a plan which established multi-county districts for the predominant non-metropolitan areas of the state, particularly east of the mountains. It was expected that the population in these areas would grow more slowly than in metropolitan areas and the demand for community college education would be somewhat slower in emerging, thereby providing ample time for planning within these expansive districts. The non-metropolitan areas west of the mountains are smaller. This resulted from an attempt to capitalize on the patterns of cooperation and coordination surrounding the numerous colleges in existence at the time and, in some instances, to follow political lines.

The metropolitan districts, except for Spokane, are relatively small. Generally, they do not reflect natural population groupings, transportation systems, or topographical features. In Snohomish, King and Pierce Counties, district boundaries are drawn along school district boundary lines. These districts were established in a pragmatic fashion, recognizing the established loyalties, attitudes, and enthusiasms. Since the districts were designed to be planning and administrative areas, not compulsory attendance areas, it was assumed that the smaller metropolitan districts would not interfere with students' options. It was further assumed that the population base for the metropolitan districts would grow at such a rate as to provide ample enrollment to assure comprehensive colleges.

Such was the case, for from Table III-1 it can be seen that all but three of the districts have exceeded the suggested 1,000 full-time-equivalent day student count. The three below this criterion are non-metropolitan districts, located in sparsely populated areas of the state. Each of these three smaller districts has made special efforts to provide reasonable comprehensive programs for their students. For example, the academic/vocational mix, fall quarter, 1979

TABLE III-1: COUNTIES SERVED AND ENROLLMENTS
DISTRICT AND CAMPUSES
WASHINGTON COMMUNITY COLLEGES
FALL 1979

Dist.	College	Location	Counties Served	Total Heads	Total FTE	Day Only FTE
1	Peninsula	Port Angeles	Jefferson, Clallam	3,740	1,295	885
2	Grays Harbor	Aberdeen	Grays Harbor, Pacific	3,248	1,356	1,060
3	Olympic	Bremerton	Kitsap and Mason	8,458	3,534	2,036
4	Skagit Valley	Mt. Vernon	Skagit, San Juan, Island	7,639	3,280	2,035
5	Edmonds	Lynnwood	Snohomish	7,867	3,203	2,200
	Everett	Everett		9,368	4,054	2,809
6	North Seattle	Seattle	City of Seattle and Vashon Island	8,873	4,114	2,792
	Seattle Central			10,633	6,083	4,853
	South Seattle			8,119	3,533	2,350
7	Shoreline	Seattle	N.W. King, Snohomish (part)	8,242	4,692	3,946
8	Bellevue	Bellevue	N.E. King	10,681	4,782	3,585
9	Highline	Midway	S.W. King	10,292	5,023	3,656
10	Green River	Auburn	S.E. King	7,793	4,100	3,007
11	Ft. Steilacoom	Steilacoom	Pierce (part)	9,302	5,046	3,331
12	Centralia	Centralia	Lewis,	6,550	2,264	1,631
	Olympia Technical	Olympia	Thurston	4,136	1,698	1,193
13	Lower Columbia	Longview	Cowlitz, Wahkiakum	4,499	2,154	1,642
14	Clark	Vancouver	Clark, Skamania, Klickitat (part)	9,989	4,870	3,400
15	Wenatchee Valley	Wenatchee	Chelan, Douglas, Okanogan	4,177	1,984	1,505
16	Yakima Valley	Yakima	Yakima, Kittitas, Klickitat (part)	5,733	2,862	2,242
17	Spokane	Spokane	Spokane, Ferry, Stevens	12,437	6,765	5,505
	Spokane Falls		Pend Oreille, Whitman, Lincoln (part)	14,292	7,128	5,413
18	Big Bend	Moses Lake	Adams, Grant, Lincoln (part)	2,902	1,097	809
19	Columbia Basin	Pasco	Benton, Franklin	9,930	3,917	2,518
20	Walla Walla	Walla Walla	Walla Walla, Garfield, Columbia, Asotin	5,335	2,619	2,186
21	Whatcom	Whatcom County	Whatcom	2,938	1,091	585
22	Tacoma	Tacoma	City of Tacoma, Pierce (part)	7,114	3,735	2,674

for Peninsula College was 50-50; while Big Bend was 42% academic, 58% vocational; and Whatcom 68% academic, 32% vocational.

3.4 Attendance Patterns

As stated above, unlike the common schools, the community college districts are not attendance areas. Students are permitted to register at any community college in the state. As a consequence students move freely among and within the various districts. The two major reasons that a student would elect to attend a college outside his or her district are program selection and/or proximity. The former occurs when a student selects a program not offered in the "home" district or feels that the program is "stronger" at another college; the latter results when the college outside the district of residence is closer to home or easier to reach.

Table III-2 provides some information concerning student mobility. The percentage figures represent for each college the proportion of the total FTEs that were generated by students whose Zip Codes were from within the college's district. The figures vary from 34 percent at Shoreline to 99 percent at Peninsula. The table emphasizes the fact that the majority of the mobility occurs in the western metropolitan districts.

Shoreline, the eighth largest college in the system (4,692 FTEs and 8,242 headcount), resides in the smallest district in the state and draws a large portion of its students from the Seattle and Everett/Edmonds districts. Likewise, North Seattle and Edmonds Community Colleges receive substantial numbers of students (over 400 FTE each) from the Shoreline district. Similar situations exist among South Seattle and Highline; Highline and Green River; Green River and Ft. Steilacoom; and, Ft. Steilacoom and Tacoma. In contrast, at Peninsula, Grays Harbor, and Whatcom Community Colleges, more than 97 percent of the students reside in their respective districts.

Another approach for reviewing student mobility or attendance patterns is exhibited in Table III-3. From this display one can see the "outward migration" for each district during fall quarter, 1979. In this table each number represents the percent of the FTEs which were generated by residents of a given district but who attended a community college out of their district of residence for the quarter. For example, 4 percent of the FTEs generated by residents of Peninsula College district went to a community college in some other district during fall quarter, 1979.

All the above attests to the fact that students ignore, if they are even aware of, district boundaries when they select a community college. What then is the purpose or function of community college districts and their associated boundaries?

TABLE III-2: ATTENDANCE PATTERNS
PERCENT OF FTES WITH AN "IN-DISTRICT" RESIDENCE
WASHINGTON COMMUNITY COLLEGES
FALL 1979

District	College	Percent
1	Peninsula	99%
2	Grays Harbor	98
3	Olympic	95
4	Skagit Valley	85
5	Everett	89
5	Edmonds	72
6	Seattle Central	76
6	Seattle North	70
6	Seattle South	58
7	Shoreline	34
8	Bellevue	78
9	Highline	56
10	Green River	61
11	Ft. Steilacoom	72
12	Centralia	94
12	OTCC	88
13	Lower Columbia	89
14	Clark	90
15	Wenatchee Valley	94
16	Yakima Valley	92
17	Spokane	77*
17	Spokane Falls	63*
18	Big Bend	64*
19	Columbia Basin	91
20	Walla Walla	90
21	Whatcom	97
22	Tacoma	63

Source: Zip Code Study, SBCCE
*Deflated figure--many students failed to indicate their zip code

TABLE III-3: PERCENTAGE OF FTE STUDENTS ATTENDING COMMUNITY COLLEGES
"OUTSIDE" THE COMMUNITY COLLEGE DISTRICT OF THEIR RESIDENCE
WASHINGTON COMMUNITY COLLEGES
FALL 1979

District	College	Percent
1	Peninsula	4%
2	Grays Harbor	13
3	Olympic	11
4	Skagit Valley	11
5	Everett/Edmonds	21
6	Seattle	25
7	Shoreline	49
8	Bellevue	25
9	Highline	37
10	Green River	45
11	Ft. Steilacoom	42
12	Centralia/OTCC	11
13	Lower Columbia	6
14	Clark	2
15	Wenatchee Valley	10
16	Yakima Valley	6
17	Spokane/Spokane Falls	1
18	Big Bend	27
19	Columbia Basin	3
20	Walla Walla	4
21	Whatcom	13
22	Tacoma	34

Source: Zip Code Study, SBCCE

3.5 Functions of District Boundaries and Certain Laws Affecting Them

Community college districts were created for administrative and operational convenience and necessity. Specifically, the principal function of district boundaries is to define a geographical service area within which a college or group of colleges is to be governed by an appointed board of trustees. This board's primary responsibility is to ensure that the educational needs of the district are met from the large population centers to the hard-to-reach small communities. To accomplish this task, district boards of trustees have been empowered with legal authority to operate colleges and promote comprehensive programs within their districts. Some of the boards' powers, duties and responsibilities are listed below.

1. Employ a chief administrator for each college, and such other staff as may be necessary or appropriate, and fix their salaries and duties.

2. Create and maintain comprehensive programs of community college education and training within the district;

3. Maintain an open-door admissions policy;

4. Establish, with the State Board for Community College Education's approval, new facilities and campuses within the district;

5. Prescribe, with assistance of the district faculty, the course of study in the various departments of the community college or colleges within its district;

6. Receive funds; prepare, approve and monitor district-wide budgets in conformance with applicable provisions of the law;

7. Grant diplomas or non-baccalaureate degrees or certificates to students who complete successfully a prescribed course of study within the district; and

8. Generally, be responsible to perform any other duties or responsibilities imposed by law or rule and regulation of the State Board for Community College Education.

The above list is representative of the many powers and duties entrusted to local boards (See Appendix M for others). From them it can be seen that a district board of trustees is appointed primarily to supervise the operation of programs, fiscal matters, facilities and personnel within a specific district. Therefore, it is apparent that the principal significance of a district's boundaries is that they are geographic constraints on the authority of the district's board of trustees. The expansion or contraction of a district's boundaries is simply an increase or decrease in a district board's geographic area of authority.

Seldom mentioned in the statutes is the fact that district boundaries delineate the area for implementation of college governance structures, local advisory committee networks and political awareness programs. Such activities are often unique to a given district, its board and its administrative style.

Certain laws "cross" boundary lines, directly affecting the authority of local boards. Some of the more important are listed below.

1. RCW 28B.50.090(11)

   Provides the State Board with the authority to authorize districts to offer services in other districts;

2. RCW 28B.50.092

   Permits a district to operate programs for U. S. military personnel in any geographic location under certain conditions;

3. RCW 28B.50.140(2) also RCW 28B.50.150

   Provides that a district cannot restrict admission on the basis of a student's place of residence;

4. RCW 28B.50.140(16)

   Appears to permit districts to offer educational services on a contractual self-support basis outside its district;

5. RCW 28B.50.551

   Provides that accrued sick leave must be transferred to other districts upon change of employer;

6. RCW 28B.50.850 - .870

   Provides that the tenure status of an employee is non-transferable to another district;

7. WAC 131-12-041

   This State Board rule permits a student, under certain conditions, interdistrict enrollment without payment of additional tuition and fees.

8. SBCCE Policy 4.60.02

   Permits out-of-district visitations to high schools and service organizations within certain conditions;

9. SBCCE Policy 7.90.02

   Permits districts to agree upon interdistrict dissemination of course announcements under certain conditions.

Several major laws directly affect the authority of district boards within their district. They are listed below.

10. RCW 28B.50.100

    This law established district boards of trustees; limits eligibility on the basis of residence within the district; and sets lengths of terms and qualifications;

11. RCW 28B.52.030

Permits academic employees to organize and negotiate; bargaining group must be district-wide and must represent all eligible academic employees; and,

12. SBCCE Policy 4.20.00

This policy authorizes the State Director of Community Colleges to approve, disapprove or discontinue vocational preparatory programs throughout the community college system.

One last statute which applies to each local board, as well as to the State Board, providing an overall goal for the system is RCW 28B.50.020(3). It establishes that the Washington community college system is to "provide administration by state and local boards which will avoid unnecessary duplication of facilities or programs." This one statute has been the basis for many State Board rules and regulations concerning facility and program approval, all of which affect the planning process within each of the 22 districts.

3.6 Boundary Modifications--State Board's Authority

The A. D. Little report suggested that the original district structure would need possible revision in the future. The Community College Act provides for this possibility and charged the State Board in RCW 28B.50.090(6) to "Establish criteria and procedures for modifying district boundary lines consistent with the purposes set forth in RCW 28B.50.020 as now or hereafter amended and in accordance therewith make such changes as it deems advisable." Chapter 9, sections 9.10.00 through 9.10.02 of the State Board Policy Manual contains the criteria and procedures subsequently adopted by the Board to fulfill this legislative requirement. (See Appendix E for complete text of State Board Policy 9.10.00 - 9.10.02.)

It should be noted that these RCW's and policies only permit the State Board to modify district boundaries. In so doing the Board may neither eliminate old nor create new community college districts. The criteria for evaluating proposed boundary modifications are a combination of subjective and objective topics. In the final analysis, the policy is dependent upon some highly motivated group arguing why "belonging to another district" would benefit the area and improve the efficiency and effectiveness of the current operation.

The authors of the A. D. Little report envisioned a natural combination of various districts as time progressed, resulting in eight or ten community college districts. This was to be based on the developing patterns of urbanization, employment and residence. They believed that these fewer, larger districts would come about as the districts "aged" and lost some of their original loyalties and local concerns. As this occurred, there would be a natural propensity to come together and benefit from the collective approach and economies of scale.

Such has not been the case; in fact, an attempt was made to regionalize the Puget Sound area in 1971. Once again the A. D. Little Company was commissioned to prepare a study, this time to propose a plan for a Puget Sound district, and possibly to expand the plan for similar regional districts throughout the state. The study entitled "A Suggested Regional Planning System for Puget Sound Community Colleges" received little support. What it did do was reinforce the fact the original districts were indeed political entities with strong support systems. Also, the report provided little evidence that regionalization would improve service and provide a more efficient and effective operational structure.

Another study concerning the community college system and its districts was conducted on behalf of the Senate Committee on Higher Education. Consultants Warren H. Deem and William T. Garland prepared a report entitled "Structural Alternatives to the Present Organization of the State Board for Community College Education", January 18, 1977. The consultants considered regional rather than local districts but concluded that the current district system should be retained. Interestingly enough, their recommendations if implemented would have strengthened the authority of local boards by providing them a vote in the determination of the State Board members.

3.7 Effects of Various Boundary Modifications

Utilizing the information in the preceding sections, several hypothetical boundary modifications will be discussed, in particular the effects the modification would have on students, faculty, governance structures, local boards, etc. Since the number of possibilities is unlimited, only certain cases will be considered, each based on proposals generated through suggested legislation. The discussions are not meant to be exhaustive, but are attempts to highlight possible complications.

3.7.1 Splitting a Multi-Campus District--Creating a New District

This case considers the situation in which a district is split, leaving at least one college in each portion. This would necessitate legislation providing the State Board the authority to create new districts. Original local board members would probably be reassigned to one of the two boards, depending on their residence. Legislation might be necessary to transfer faculty tenure to the new district and questions about negotiated agreements would arise. District office staff would have to be placed on one or the other campuses or dropped. Functions performed solely at the old district office would either be transferred and staffed on each campus or eliminated if possible. Each campus would closely scrutinize the comprehensiveness of its programs if the previous district configuration attained this objective on a district rather than campus bases.

Student attendance patterns would probably show little change. However, some trauma could be experienced in community relations if the original district office provided strong direction in this area.

Local decision-making processes, advisory committee networks and legislative programs would have to be redefined.

Implementing this option would be directly related to the size and functions performed by the current district office. A district with a small central staff and few centralized functions could more easily be divided than one with a large, centralized operation.

3.7.2 Shifting Boundaries--Adjusting Service Areas Only

This alternative deals with the situation in which one district would absorb a portion of another district's area in which there were no major campuses. The State Board has the authority to do this and would expect any request for such action to be submitted in accordance with policy 9.10.00 - 9.10.02 (Appendix E). Board membership would be affected if the area being "shifted out" encompassed the residence of a current board member. If this were the case, one board would lose membership while another board could realize under-representation from the area appended to its district.

The primary impact of this modification would be felt by the faculty and staff involved in programs located in the transferred area. Responsible to a new board and administration, and subject to the conditions of the new district's negotiated contract, the staff could experience major changes in salary and working conditions. To a lesser extent the citizens attending the programs or receiving services could experience some change.

Given the interdistrict program authority of the State Board, its approval and suspension authority over vocational programs and its general coordination responsibility, a boundary modification of this type should seldom be necessary.

3.7.3 Shifting Boundaries--Creating a Multi-Campus District and Reducing Another to a Single Campus District

Alternative 3.7.3 would occur if a district boundary were moved so that a major campus were included, leaving only one campus in the original multi-campus district. It is questionable whether the State Board has the authority to do this, and even so, would expect the criteria of its modification policy to be applied before implementing such a change.

Board membership in the old multi-campus district would be affected. Trustees from the shifted area would no longer satisfy the residency requirement. The receiving board would have no representation from the new area and possibly no room on the board for new members.

The question of the old and new district office staff would arise. Presumably, efforts would be made to transfer district personnel to either the old district's campus, filling the service gaps lost with the demise of the district office, or to the new multi-campus district office, providing some continuity for the transferred campus. In fact, the receiving board would have to decide whether to employ a district staff and if so, what the functions of the district office would be. The problem of financing this office would be foremost in the minds of all concerned.

The tenure of the incoming faculty would be tenuous since tenure is not transferable from district to district. Faculty would be subject to the conditions of the negotiated contract of the receiving district which could alter their working conditions and salary progression. Obviously, these faculty would be represented by a new association and subject to the governance structure established with the new board.

The comprehensive nature of the single college left in the old district would need to be evaluated while the new multi-campus district could find some of its programs to be unnecessarily duplicative. Students would probably not experience much change as these time-consuming program evaluations were being conducted.

As was the case in splitting a district, community relationships would be affected. The channels for communicating and decision-making would have to be redirected and re-established with the new board and its administration.

3.7.4 Consolidate Some Single Campus Districts--Create New Multi-Campus Districts

This fourth alternative is similar to the third in that it would necessitate setting up new district offices and dealing with associated budgetary and staff considerations. However, the State Board would need an expansion of its authority to do this, for it would necessitate the elimination of some districts. Thus, legislation would be needed to effect this change.

There would be a need to consolidate various boards, address faculty tenure, sort out the jurisdiction of various negotiated contracts and merge governance structures, to list some of the complications associated with this alternative. Most importantly, these consolidations would necessitate merging the interests of communities that previously had been solely or specifically served by an autonomous institution.

3.7.5 Consolidate Some Single Campus Districts with Multi-Campus Districts

This proposal is like the regional plan set forth in the 1971 A. D. Little study involving the Puget Sound area. If implemented, some districts would be abolished, an action for which the State Board has no authority and which would thereby require special legislation.

It is assumed that the existing district office would become the nucleus for the expanded district. Presumably its staff would be augmented to accommodate the increased workload, possibly accompanied by a decrease in staff at the "incoming" campuses. This assumed that the consolidated colleges would already be adequately staffed and would be eliminating those staff who would otherwise duplicate existing district office functions. This assumption is highly questionable.

As before, such a consolidation would prompt the need to merge boards, policies, negotiated agreements, bargaining agents and governance structures. Local community loyalties and interests would be challenged; and of course, the tenure status of affected faculty would raise problems.

Chapter IV of this study will address multi-campus district office functions and responsibilities and how they interrelate with their campuses and the State Board. Indirectly, this discussion will address the advantages and disadvantages of a multi-campus organization structure.

3.7.6 Consolidate All Districts--Eliminate District Boundaries

This final alternative would not only require special legislation but also entail a major shift in philosophy concerning the appropriate location for the policy making, administrative, operational and planning functions of the community college system. The current structure is grounded in the belief that the suitable operating unit is the community college district governed by a local board representative of that district's constituency and their needs.

Currently, district boundaries provide a frame of reference for planning purposes and establish the area over which a local board has authority and responsibility. Eliminating district boundaries would force local planning into a statewide perspective and would cause the State Board for Community College Education (or some other state-level body) to assume the authority and responsibility for the total operation of the system. Such an arrangement could lead to a huge bureaucracy in Olympia to manage and plan for the system. On the other hand, it could result in 27 colleges, with undefined service areas, governed at a distance, each fending for itself.

The traditional role and mission of the community college necessitates that some geographical service area of workable size be established, so that the college programs may serve locally-defined needs. State level management would generalize and delay such responsiveness. Program and course objectives would be unclear and reference points for curriculum improvements could be lost.

Local boards, as now constituted, provide a focal point for the people and institutions of each district. Both from within and without the district, the board is perceived as the focus of authority to which one turns for direction and amelioration of conflict. Local boards, in turn, hold district faculty and staff accountable for the general operation of the district, expecting to be kept informed as to progress in providing quality programs and training for its students. Should these boards be abolished or lose their authority, the state would relinquish an effective mechanism for monitoring and controlling the system. "Distant Boards" lead to communication problems, increased competition for resources, a decreased sense of accountability and a lack of identity with the board's general objectives.

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CHAPTER IV
MULTI-CAMPUS DISTRICT OFFICE

IV. MULTI-CAMPUS DISTRICT OFFICES

4.1 Introduction

In its 1966 report to the Superintendent of Public Instruction, the A. D. Little Company recommended a system of colleges within a system of community college districts. To accommodate this concept, enabling legislation was included in the Community College Act.

> "RCW 28B.50.140(3): Each community college board of trustees shall employ for a period to be fixed by the board. . . a district president, if deemed necessary by the board, in the event there is more than one college . . . located in the district . . . and such other administrative officers and other employees as may be necessary or appropriate . . .".

The assumption of the Little consultants was that systems of colleges within districts would lead to effective coordination for the timely provision of community college services in the most economical fashion. In 1967 there were no multi-campus districts but the legislature created several districts each of which had one existing college and strong indications that at least one other campus would be constructed.

Today there are four multi-campus districts:

District #5:	Everett Community College Edmonds Community College
District #6:	Seattle Central Community College North Seattle Community College South Seattle Community College
District #12:	Centralia College Olympia Technical Community College
District #17:	Spokane Community College Spokane Falls Community College

Table IV-1 provides selected information about each of these districts for comparative purposes. Districts 17, 6 and 5 have the largest district enrollments in the system; District 12 ranks ninth of the 22 districts in FTE size. The three large districts have a district president and staff located in facilities away from the main campuses. District 12 staff is housed on the campus of Centralia College.

TABLE IV-1: SELECTED COMPARISONS
MULTI-CAMPUS DISTRICTS
WASHINGTON COMMUNITY COLLEGE SYSTEM

	District Number			
	Ev/Ed	Sea	Cen/OTCC	Spok
Fall 1979 Enrollment				
Student Headcount	17,235	27,625	11,098	26,729
FTE Students	7,258	13,730	4,408	13,893
Fall 1979 Staff (FTE)				
Classified	190	452	110	309
Faculty/Administrators	493	714	266	679
TOTAL	593	1,166*	376	988
Fall 1979 Facilities (Sq. Ft.)				
Gross Area under 24 Hr. Control of District in Thousands of Sq. Ft.	613	1,749	287	1,088
Expenditures, 1979-80				
All Programs in Millions of Dollars	14,209	27,426	8,397	24,891

Source: SBCCE Factbook, January 1980
Note: These figures include all fund sources.
*This total includes the staff of the Washington Community College Computing Consortium for which District 6 is host.

The remainder of this chapter will consider the administrative functions of these district offices, how they mesh with the administrative functions performed on the campuses, and the manner in which the State Board interfaces with these two groups. Also, a cost analysis of district offices will be presented.

4.2 Functions of the District Office

The general purpose of the district office is to establish and coordinate the structure of educational services and support activities within the district. The district office organizes the college and staff resources to achieve cost-effective delivery of educational services.

To accomplish these general objectives, the district office performs certain administrative functions. In addition, the district office also has a general responsibility for maintaining effective relationships with local and state elected officials and with staff of state and local agencies.

Another primary responsibility of the district office is to involve the board of trustees in policy formulation and governance of the district. Boards of lay trustees help to identify and meet local needs through local institutions. The process of informing and meeting with trustees is a significant district office activity.

The administrative functions performed by district offices have been studied nationally and within the Washington Community College system.

In a study published in May 1978 by Nai-Kwang Chang, entitled "Organizations Structures in Multi-Campus Community, Junior Colleges/ Districts," it was found that eleven functions clearly relfected a centralized pattern of administration: automated data processing, institutional research, statistical services, internal auditing, legal services, personnel/records, salary administration, district publicity, college-wide management, purchasing, and housing. These findings were based on a survey sent to fifteen multi-campus districts across the nation.

4.2.1 A Survey

A survey similar to the national study was conducted by members of the State Board staff which identified the major functions of Washington's multi-campus district offices. Appendix F is a copy of the survey instrument developed and utilized by the staff. Briefly, the methodology employed was as follows:

- Each multi-campus district president was requested to convene a representative group of administrators from the district and campus administrative staff.

- Each of the groups was reviewed by a State Board staff member to assure reasonable balance within each survey group.

- On prearranged dates, State Board staff administered the survey to each of the four groups.

- For each group, on those items for which less than a 75 percent consensus was attained, the surveyor had the group discuss the item until a consensus was reached.

Before the survey was administered the subjects were instructed to read each administrative function and decide where most of the responsibility for performing the function resided: In the district office, on-campus, both (shared), or that it was not performed at all. It was emphasized that they should record their first reaction and not ponder each question.

Seven general areas of responsibility were identified within the survey:

1. Business and Finance
2. Physical Plant
3. Student Personnel Services
4. Instructional Services
5. Information Services
6. Personnel Services, and
7. Other services, e.g. legal, grants and contracts

Within each of these areas, appropriate sub-functions were listed for the subjects to score. A total of 62 items was included in the survey and space was provided for any functions that someone wanted to add.

To assist in the analysis of the data, the following point system was applied*:

1 = major responsibility for performing functions rests with district office

2 = major responsibility performing function is shared

3 = major responsibility for performing function rests with campus, and

4 = function not performed.

4.2.2 Survey Results--General

Utilizing this scale, the average response for the seven general areas is displayed in Table IV-2. It is clear that all four district groups identified the functions within the areas of Business and Finance, Personnel and Miscellaneous Services as being fairly well centralized in the district office. Conversely, the major responsibility for performing the functions in the areas of Physical Plant and Student Personnel Services are campus oriented. Instructional Services and Information Services appear to be shared.

TABLE IV-2: GENERAL ADMINISTRATIVE FUNCTIONS
MULTI-CAMPUS DISTRICTS
WASHINGTON COMMUNITY COLLEGES
AVERAGE RESPONSE

Administrative Function	Average Response
Business and Finance	1.55
Physical Plant	2.82
Student Personnel Services	2.70
Instructional Services	2.46
Information Services	1.89
Personnel Services	1.62
Other Services	1.67

Source: SBCCE Survey, Administrative Functions/Multi-Campus Districts, 1980

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*It is recognized that the imposition of such a scale could lead to questionable conclusions, but it provides a simple method for identifying patterns.

Seven specific administrative functions were identified by all four groups as strictly district office responsibilities. They are:

District Office

a. Preparation and control of allotment plans
b. Revenue estimates
c. Investment policies
d. Accounting (record keeping)
e. Financial Information System input and control
f. Payroll
g. Coordination of legal services.

Except for one district, the purchasing function was also identified as a district office responsibility. Likewise, affirmative action, contract negotiations, personnel record keeping, and classification review were identified in most cases as being performed at the central office. Eight items were cited as strictly resting in the campuses' domain.

Campus

a. Financial aid award determination
b. Veteran Affairs
c. Counseling and testing
d. Student publications
e. Quarterly course schedule construction
f. Library services--hours, rules of operation
g. Coordination of instructional data processing
h. Coordination of faculty assignments

Campus security, Student Information System input and control, financial aid reporting, coordination of student activities and minority affairs nearly received unanimous votes for strict campus responsibility. Several functions received a perfect score of 2; that is, the groups felt that these functions were definitely shared between the district office and campuses.

Shared

a. Budget planning and preparation
b. Employment procedures

Several more functions were perceived to be mostly shared:

Mostly Shared

a. Budget monitoring and control
b. Capital planning and preparation
c. Financial aid accounting/monitoring
d. Enrollment planning/management
e. State/Federal reporting
f. Personnel contract management
g. Coordination of personnel development programs.

4.2.3 Survey Results--Comparisons Among Districts

The degree to which each of the four multi-campus districts is centralized* or decentralized is a function of several variables: The make-up and philosophy of the board of trustees, the management style of the district president, and the history and size of the district. The survey did not attempt to measure why one district was more centralized than another, but it did provide comparative data in this area. Generally it was found that, going from most centralized to least centralized, the districts fell in the following order: Spokane, Seattle, Centralia/OTCC, Everett/Edmonds. Table IV-3 provides a comparison of the districts by the seven general areas considered in the survey.

TABLE IV-3: COMPARISON OF DEGREE OF CENTRALIZATION BY
GENERAL ADMINISTRATIVE FUNCTION AREAS
MULTI-CAMPUS DISTRICTS, WASHINGTON COMMUNITY COLLEGES

Administrative Functions	Rank Order from Most to Least Centralized			
	District			
General Areas	Ev/Ed	Sea	Cen/OTCC	Spok
Business and Finance	3.5	2	3.5	1
Physical Plant	4	3	2	1
Student Personnel Services	4	3	2	1
Instructional Services	4	1	3	2
Information Services	3	2	4	1
Personnel Services	2.5	4	2.5	1
Other Services	2	4	3	1
OVERALL RANKINGS	4	2	3	1

Source: SBCCE, Administrative Function Survey/Multi-Campus Districts, 1980.

In all but one area, Spokane district ranked the most centralized while District 5, Everett/Edmonds, ranked the least centralized. Seattle and Centralia/OTCC districts appeared to trade off on the middle rankings, but overall, Seattle was more centralized in character than District 12.

This leads to the question of how "alike" were the districts in their responses to the survey. To answer this question a normal measure of agreement was developed (see Appendix G). Utilizing this measure it was found that District 5 respondents were in closer agreement with Districts 6 and 12 than they were with District 17.

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*For the purposes of this study an administrative function with an average score of one and standard deviation of zero was considered to be completely centralized in the district office while a function with an average score of three and standard deviation of zero was identified as completely decentralized.

That is, the Everett/Edmonds and Spokane survey groups exhibited the greatest difference in their responses to the survey--further evidence that these two districts differ in operational style.

Several specific administrative functions failed to receive a high degree of consensus among the four districts. Under business and finance, the internal auditing function was found to be a district office responsibility or not performed at all. Warehousing and central receiving was found to be a campus responsibility in two of the districts, shared in one and a district office responsibility in another. Motor pools are treated differently with only Spokane identifying the district office as having the major responsibility for this functions. Construction monitoring is performed at the campus level for two districts and the district offices for the two others.

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In the area of instructional services, four functions exhibited mixed responses among the four districts. Program development/planning, although never identified as a major district office responsibility, was divided between being a campus function or a shared activity. Everett/Edmonds was the only district to place program approval at the campus level. The other districts shared this function or conducted it in the district office. Coordination of continuing education and off-campus programs was assigned to the district office in Districts 12 and 17 while District 5 indicated that these functions were mainly performed at the campus level; District 6 indicated they were shared activities.

There was no consensus in the area of information services. It is highly centralized in Spokane, but the other districts see it as a shared function. Institutional research/program evaluation is conducted at the campus level by all the districts if it is performed at all. Pre-retirement counseling is not performed in several districts.

Two functional areas not included in the survey but added by the respondents were legislative and local board relations. Each involves substantial amounts of time and effort. Both were identified as district office responsibilities.

4.2.4 Resource Allocation Process within Each Multi-Campus District

Resource allocation processes are perhaps the most important district office functions. Allocation processes for each of the four districts are discussed in terms of enrollment, budget, program development funds and program priorities.

a. District 5 - Everett/Edmonds

Enrollment. Enrollment plans are initiated at the campus level, worked through a district-level committee composed of campus deans and the district vice president for planning. This committee deals with and negotiates with the State Board staff as it prepares a recommendation for the district president. After his or her review, the district president recommends the district plan to the board of trustees for its approval. Once approved, the district office allocates the enrollments to each campus according to the plan. The district office conducts periodic reviews of the enrollment patterns during the year, but seldom varies from the original allocation.

Budget. The district president prepares the district office budget. These dollars are budgeted from the total District 5 allocation after which the balance is allocated to each campus based on the State Baord funding model. There are occasional exceptions to this process due to unanticipated enrollment shifts or other needs, but these exceptions are rare. The president of the district recommends a budget to the district board based upon the above process.

Program Development Funds. Generally District 5 does not utilize state operating funds for developmental purposes. Increasingly, it relies on outside sources for equipment and support to develop new vocational programs. Occasionally federal vocational funds are used by the campuses to initiate new programs.

Program Priorities. This process originates primarily at the campus level. The campuses identify priorities and the district office and board act on the requests. The district expects that it will play a larger role in the establishment of instructional program priorities as resources become more scarce.

b. District 6 - Seattle

Enrollment. The district planning process begins at the campus level with the development of plans by the campus deans. The district president's cabinet reviews these requests and prepares a recommendation for the district president. The district president may modify the recommendation, particularly if the cabinet's recommendation was not unanimous. The State Board staff is involved primarily at the district level during the preparation of these enrollment plans. The actual FTE allocations to each campus are based on the cabinet's plan as finalized by the district president.

Budget. The district office budget is established by the district president. This budget is deducted from the district's state allocation and the balance is distributed to the campuses through the State Board allocation model.

Program Development Funds. Each campus receives its state funds as described in the previous section. Federal vocational funds are distributed according to a formula utilizing the enrollment plans set by the district president, the process for which was described above. Special thrusts by the campuses are funded from their share of the district vocational monies.

Program Priorities. The district office occasionally establishes instructional program priorities that influence the budget process. These are not a normal part of the annual budget routing but are considered if issues arise that need special attention. District 6 administration indicated that as resources become tighter the establishment of instructional priorities will become more important and that the district office will play a greater role in this process.

c. District 12 - Centralia/OTCC

Enrollment. Enrollment growth plans are developed for each campus and for the district continuing education program. The President's Council (composed of the district and campus presidents and selected district staff) merges the continuing education growth with enrollment projections for each campus and prepares a final draft of the district enrollment plans which is then negotiated with the State Board staff. The resultant plan is adjusted to accommodate the limitations of the system enrollment forecast and is used in the development of the system's biennial budget request. During the allocation phase of the budget process (after the Legislature has appropriated enrollments to the community colleges) the district reviews the plans of the two campuses. In recent years, the district has allocated the funded growth on a 50/50 basis to the two campuses. This 50/50 division of growth is then used by the State Board in the allocation of funds to the district and in the district's allocation of funds to the two campuses.

Budget. There is no specific district office budget for this district. The costs for district administration are distributed to the campuses according to their proportion of the district's FTEs. That is, each campus receives a budget which is reduced by its proportion (based on FTEs) of the district administration's total costs.

District 12 does not use the State Board funding model to allocate funds. Rather it allocates dollars on an incremental basis, first providing for inflation then splitting the remainder on a 50-50 basis.

Program Development Funds. Program development dollars are included within the state-funded portion of the District 12 budget. The campuses request money for program analysis or start-up as part of the initial budget development process. These requests are considered by the district president's council and are, if a campus chooses to spend a part of its "new money" for program start-up, normally recommended to the board as part of the budget for a given year. The district's primary role in this process is to review the analysis and planning of the campuses as they look at new programs--and also to ensure that unnecessary duplication is avoided and overall district priorities are supported by the program requests.

Program Priorities. On the balance most program priorities are generated at the campus level. As described in the above section, if a campus chooses to fund a program from within its allocated resources and the district administration is assured of need and non-duplication, and the district administration is assured of need and non-duplication, development proceeds. Some programs have received special emphasis from the district office. In those instances the campuses are required to fund such programs from their original allocations.

d. District 17 - Spokane/Spokane Falls

Enrollment. Enrollment plans are developed by each campus and the extension unit of the district. The plans are then revised by a district-level committee composed of the two campus presidents, the district president and the head of the extension unit to reach agreement on the enrollment plan which is then negotiated with the State Board staff. Through this process the district president develops a recommended plan for the local board. These plans are used in the State Board allocation to District 17, but the internal district process for allocations to the campuses and the extension unit uses a different distribution of FTEs than that of the State Board to reflect priorities and objectives for the particular year in question.

Budget. District 17 does not use the State Board allocation model in the allocation of funds to the campuses. They have reviewed cost patterns and utilize their own distribution system.

Budget development places all budgets (campuses, extension unit, and district office) into a review process. The staffs for each of these four areas prepare proposed budgets which are reviewed by the three presidents and the head of the extension unit. In most instances the final budgets are set by this committee and are sent to the board for review and approval. If the committee is unable to reach agreement, the district president will make his recommendation to the board, noting the areas of conflict.

Program Development Funds. District 17 uses federal vocational dollars as "seed" monies for program development (program growth in District 17 has been primarily vocational during the last several years). The district instructional committee--composed of two deans, two vocational directors, two extension representatives, and a district administrator--makes recommendations to the district president concerning the priorities for expenditure of vocational monies. The district president makes the final decision as to how these funds are to be spent. These decisions establish the direction of program expansion for the district and identify programs that will have state-funded status in the years to come.

Program Priorities. The district office established instructional program priorities as part of the budget process as necessary. That is, priorities are not established every year, but rather are established when specific guidance is needed in a particular instructional area. For example, in 1976 the district president felt that extension programs needed to be enhanced. He then established an instructional program priority at the beginning of the budget process which resulted in an increased allocation of funds to extension programs in 1976-77.

4.3 Administrative Structures

Each of the multi-campus districts have developed its own administrative structure. The configuration for each and the types and numbers of administrators employed by each multi-unit district reflect the organizational philosophy of the local boards and their chief administrators.

In May of this year, a questionnaire (Appendix H) was sent to each multi-campus district president. The purpose of the questionnaire was to collect information concerning the numbers, types and placement of the various district administrators. Table IV-4 summarizes some of the data collected from the survey.

TABLE IV-4: FULL-TIME EQUIVALENT ADMINISTRATORS
BY MAJOR ASSIGNMENT LOCATION
WASHINGTON COMMUNITY COLLEGES
MULTI-CAMPUS DISTRICTS

Dist. No.	Student Headcount Fall 1979	Full-Time Administrators Dist. Office	Full-Time Administrators Campus Office	Total
5	17,235	8	42	50
6	27,625	11	76	87
12	11,098	7	24	31
17	26,729	19*	29	48

Source: SBCCE Administrative Survey, May 1980
*Nine of these positions administer the districts' extension unit

For the purposes of this study an administrator was defined as an individual whose assignment was 50 percent or more in administration. Classified positions were excluded. The fall quarter 1979 student headcount was included in the table for purposes of comparison. Districts 6 and 17, although close in student headcount, are very dissimilar in administrative staffing. Dividing student headcount by the total number of administrators produces ratios of 345 to 1 for Districts 5 and 358 to 1 for District 12.

The administrative survey also requested information on administrative titles. In addition, each district sent job descriptions for all their administrative positions. Reviewing this information leads to a generalization that campus administrators are mainly charged with instructional and student services while the majority of the district office administrators deal in fiscal, personnel, planning, coordinating and public relations matters. The function most often duplicated at the district and campus level was public relations. In one district, Centralia/OTCC, two district office administrators also serve as campus administrators, dividing their time accordingly. Further information concerning administrative staffing patterns will be discussed in the fiscal section, 4.5, of this chapter.

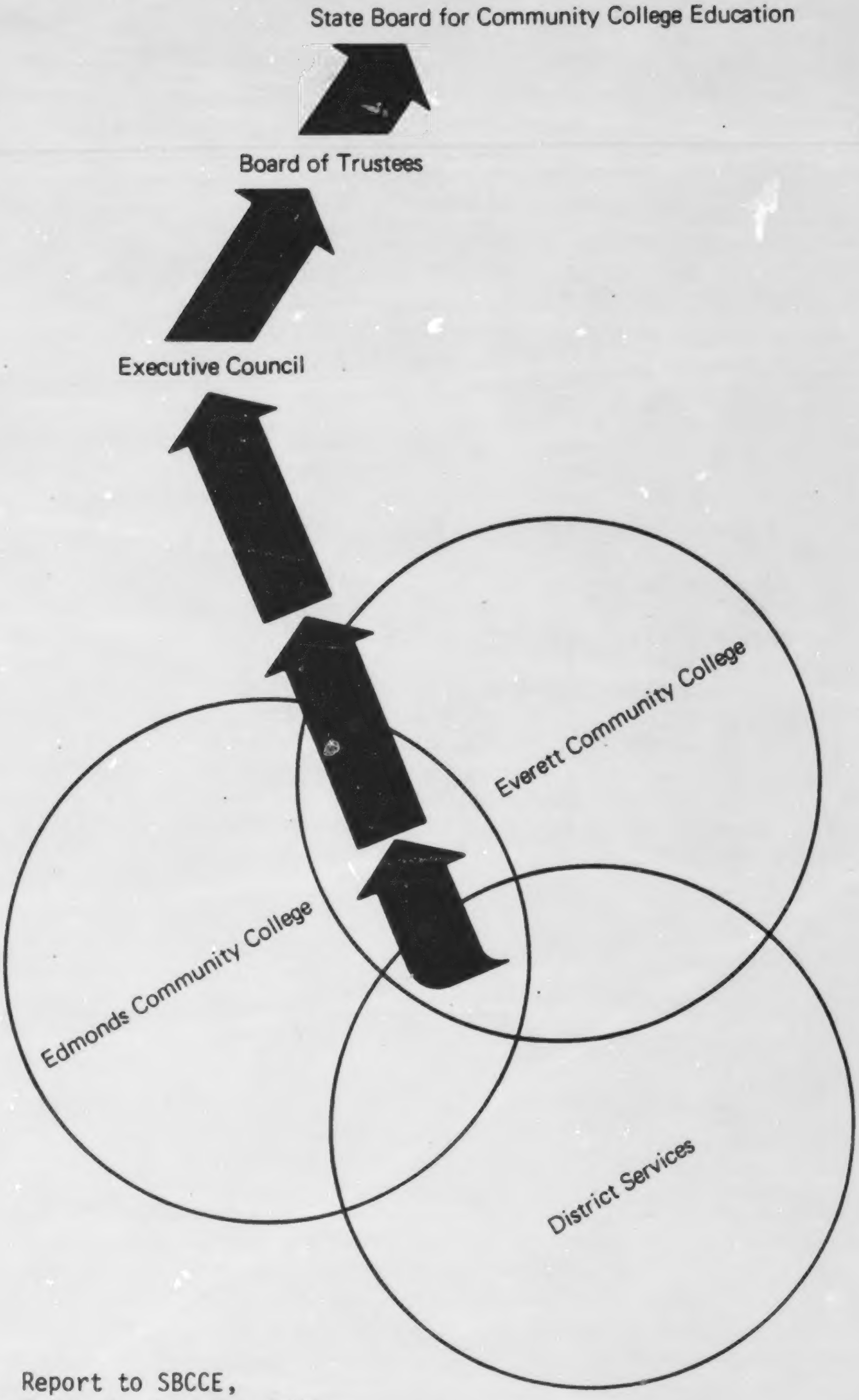
Organization charts were collected from each of the districts under consideration. As would be expected, in each district all district presidents report to the local board. The campus administrators are arranged beneath the campus presidents in various arrangements but are most often clustered in the traditional administrative groupings. The specifics are not a main concern of this study but rather how the State Board staff inter-relates with campus and district offices.

Generally, the state staff initiates its dealings with multi-college districts through their district offices. This is particularly true in matters dealing with long-range planning, budget and capital considerations. The information services division of the state office works with administrators at all levels since a large portion of the administrative computing system is distributed throughout the campuses. At times, problems concerning instructional programs also necessitate extensive contact directly at the campus level. On the other hand, the State Director looks to the president of the district as the spokesperson for that district and the State Board identifies the entire district's responsibility with its board of trustees.

In the main, the State Board works through the district offices. Conversely, the multi-campus districts generally perceive the flow as depicted in Figure IV-1. Taken from a report to the State Board by District 5, "the three circular patterns represent a cooperative effort between all three entities. Other overlapping areas indicate cooperation between any two of the group." The flow process depicted was intended to imply that decisions are to terminate at the appropriate level and not all would necessarily reach the State Board.

FIGURE IV-1

DECISION-MAKING STRUCTURE MODEL


State Board for Community College Education
Board of Trustees
Executive Council
Everett Community College
Edmonds Community College
District Services

Source: Report to SBCCE,
District 5 Board, June 30, 1980

4.4 Public Opinion

The public opinion survey discussed in Chapter II of this study was designed to provide information concerning the multi-campus districts.

4.4.1 Multi-Campus Districts Compared with Single-Campus Districts

For the purposes of this discussion, the samples from the multi-campus districts were combined and compared with results from the single-campus districts. In general, no sharp distinctions were found between multi- and single-campus districts. That is, a person's perception and opinion of community college services appear to be independent of his/her residence in or out of a multi-campus district.

There were some differences of interest. Respondents from single-campus districts placed the average age of the community college student body much lower than did multi-campus respondents. Also, multi-campus residents felt that four programs were both more important and better performed: minority programs, apprenticeship training, transportation, and day care. In contrast, single-campus respondents cited off-campus programs as more necessary and better performed.

4.4.2 Comparisons Among Multi-Campus Districts

The sample for the public opinion survey was also designed to permit valid statistical comparisons among the individual multi-campus districts. Overall, the results of the poll indicated that the four multi-campus districts are clearly different "creatures." Indeed, they are more different from each other than they are as a group when compared with the rest of the state. For example, Spokane district respondents appear less demanding of and more satisfied with community college programs and services than the other three districts. Districts 5 and 6 subjects felt vocational programs were less necessary and less well executed than did respondents from Districts 12 and 17. Seattle and Everett/Edmonds placed a high need on off-campus programs while Spokane respondents placed a lower need for such services.

There did not appear to be any patterns to the differences among the districts.

4.5 Cost/Benefits of Multi-Campus Districts

4.5.1 Introduction

Although district office coordination of multi-campus operations adds administrative staff (District President, secretarial, etc.) and increases costs in the institutional support area, these costs may be offset in other areas that may not be obvious and may be difficult to document. For example, district coordination might bring about merger of two underutilized instructional programs in two institutions into one program adequate to the needs of the community, with resultant cost and facility savings. It is assumed that consolidation of institutions into multi-campus districts can bring about such results, but they are difficult to define and quantify.

Measuring the costs and benefits of operation in multi-campus versus single-campus modes is an extremely complicated problem. There is no specific model that can be constructed to serve as a measuring device against which any particular multi-campus or single-campus organization can be compared and evaluated. An alternative is to accept each multi-campus district organization as presently constituted; recognizing that each is the product of its own history, geography, organizational philosophy and many other variables that have played a part in determining current operating configurations. From this starting point an analysis can be made that translates the district office costs of multi-campus organizations into operation of the same district as separate campus units. The results are a series of cost reductions and cost additions as activities clearly associated with the consolidated operation are eliminated, and costs of providing certain centralized services replicated as required to provide equivalent functions for each separate campus.

In making such analyses it is necessary to assume that the rationale for having established certain district functions, while operating in a multi-campus configuration, would also extend to the individual campuses when operating on a unit basis. For example, if a district had felt it important to keep the community well informed of available programs and had created the position of public information officer for this purpose, it was assumed that an equivalent function would be required were the colleges to be operated as independent institutions. By the same token, in reconstituting the individual campus organizations in the unconsolidated mode, no additional functions would be created or assumed that had not been performed in the combined district operations.

4.5.2 Analysis

To perform this analysis, districts were asked to make initial redistribution of functions and costs to reflect the change from consolidated to separate campus operation. The reason for this was their familiarity with the content of the functions that they were redistributing and the knowledge of what is already provided in individual college budgets. Distributions made by the districts were then reviewed by the State Board finance division staff. Questions were raised with the districts when state staff needed clarification of proposed cost redistributions to assure that there was agreement with the rationale and conclusions reached by the districts. The purpose of this detailed review by the State Board staff was to counter to the maximum possible degree the concern that analyses generated from within a multi-campus environment would be biased toward a result favorable to that organizational scheme. As a result of this review process, the cost projections for the two methods of operation are felt to be sufficiently accurate and objective to permit conclusions on the relative operating benefits.

Results of this analysis for the four multi-campus districts are shown in Table IV-5 through Table IV-8 which follow. The computations in the tables indicate economies from operation in a multi-campus mode in all instances. The cost-savings that result from multi-campus operation are summarized in Table IV-9.

TABLE IV-5: COST ANALYSIS OF DISTRICT OFFICE ALTERNATIVE
EVERETT/EDMONDS COMMUNITY COLLEGE DISTRICT
WASHINGTON COMMUNITY COLLEGE DISTRICT 5

Function	Reference	1980-81 Proposed Budget	1980-81 Alternative Budget	Edmonds Community College	Everett Community College	Savings (Cost)
Fac. Rel. Time	A-1	$ 22,066	$ 22,066	$ 11,033	$ 11,033	$ 0
Board of Trustees	A-2	20,800	41,600	20,800	20,800	(20,800)
Dist. President	A-3	95,070	26,900	12,450	14,450	68,170
Dir. Bus. & Fin.	A-4	81,245	156,210	77,955	78,255	(74,965)
V.P. Plan./Inst. Res.	A-5	43,847	87,694	43,847	43,847	(43,847)
General Expense	A-6	3,976	3,976	1,988	1,988	0
Gen. Exp. Xerox	A-7	3,795	805	400	405	2,990
Accounting	A-8	115,975	200,725	114,975	85,750	(84,750)
Budget Office	A-9	79,820	126,613	46,793	79,820	(46,793)
Payroll	A-10	56,036	93,172	46,536	46,636	(37,136)
Personnel Office	A-11	80,935	142,271	63,786	78,485	(61,336)
Affirmative Action	A-12	35,020	65,740	32,670	33,070	(30,720)
Insurance	A-13	20,000	20,000	10,000	10,000	0
Data Processing	A-14	55,202	67,974	27,417	40,557	(12,772)
Purchasing	A-15	70,052	100,255	46,927	53,328	(30,203)
Telephone Service	A-16	29,263	3,000	1,500	1,500	26,263
Mail Service	A-17	27,281	9,139	4,334	4,805	18,142
Inst. Relations	A-18	32,707	0	0	0	32,707
Facilities Rent	A-19	10,844	5,000	0	5,000	5,844
Utilities	A-20	12,308	1,230	0	1,230	11,078
Cust./Grounds	A-21	17,408	0	0	0	17,408
Police/Fire/Safety	A-22	3,120	0	0	0	3,120
Reserve	A-23	18,830	13,830	5,698	8,132	5,000
TOTAL		$935,600	$1,188,200	$569,109	$619,091	$(252,600)

TABLE IV-6: COST ANALYSIS OF DISTRICT OFFICE ALTERNATIVE
SEATTLE COMMUNITY COLLEGE DISTRICT
WASHINGTON COMMUNITY COLLEGE DISTRICT 6

Cost Element	1980-81 Budget	1980-81 Alternative Budget				Savings (Added Cost)
		Total	North	Central	South	
Board of Trustees	$ 6,000	$ 18,000	$ 6,000	$ 6,000	$ 6,000	$(12,000)
Chancellor's Office	147,832	78,300	26,100	26,100	26,100	69,532
Accounting	220,144	337,686	108,734	117,086	111,866	(117,542)
Payroll	119.917	189,294	59,450	70,394	59,450	(70,478)
Vice Chancellor, Bus. & Finance	56,746	35,300	10,800	13,700	10,800	21,446
Business Office	125,265	244,896	93,896	75,500	75,500	(119,631)
College Mail Service	28,508	39,000	13,000	13,000	13,000	(10,492)
Telephone Services	12,000	15,000	5,000	5,000	5,000	(3,000)
Truck & Delivery	45,718	43,500	14,500	14,500	14,500	2,218
Purchasing	111,675	187,050	62,350	62,350	62,350	(75,375)
Printing Services	69,764	135,000	45,000	45,000	45,000	(65,236)
Personnel Services	119,882	167,864	53,500	67,864	46,500	(47,982)
Professional Dev.	43,886	66,000	22,000	22,000	22,000	(22,114)
Admin. Development	9,000	12,000	4,000	4,000	4,000	(3,000)
Comm. Serv./Public Info.	109,826	139,164	46,388	48,388	44,388	(29,338)
Coord. & Reporting/ Educ. Planning Dev.	109,007	134,250	44,750	44,750	44,750	(25,243)
Fuel	11,923	15,000	5,000	5,000	4,500	(3,077)
Electricity	32,000	40,500	13,500	14,500	12,500	(8,500)
Water & Sewage	2,000	2,550	850	900	800	(550)
Rent Building - Admin.	342,056	420,000	140,000	150,000	130,000	(77,944)
Custodial	19,596	23,700	7,900	9,200	6,600	(4,104)
Library Tech. Services	102,423	127,800	42,600	43,600	41,600	(25,377)
Legal Settlements	6,906	15,000	5,000	5,000	5,000	(8,094)
Liability Insur./ Tort Claims	3,878	4,500	1,500	2,000	1,000	(622)
Computing Services	25,296	45,000	15,000	15,000	15,000	(19,704)
Vice Chancellor of Educ., Planning, Dev. & Eval.	111,619	79,500	26,500	26,500	26,500	32,119
Faculty Eval. & Dev.	30,500	30,500	9,950	10,600	9,950	0
TOTAL	$2,022,266	$2,646,354	$883,268	$918,432	$844,654	$(624,088)

TABLE IV-7: COST ANALYSIS OF DISTRICT OFFICE ALTERNATIVE
CENTRALIA/OTCC COMMUNITY COLLEGE DISTRICT
WASHINGTON COMMUNITY COLLEGE DISTRICT 12

	1980-81	1980-81 Alternative Budget			Savings
	Budget	Total	Centralia	OTCC	(Added Cost)
Board of Trustees	$ 7,844	$ 15,688	$ 7,844	$ 7,844	$(7,844)
Dist. Pres. & Staff	78,244	117,366	58,683	58,683	(39,122)
Asst. to Pres. & Staff	51,483	77,224	38,612	38,612	(25,741)
Dean of Stud. & Staff	59,369	79,158	39,579	39,579	(19,789)
Dean of Admin.	112,279	149,690	74,845	74,845	(37,411)
Dist. Treas. & Staff	183,870	280,304	140,152	140,152	(96,434)
Dir. of Personnel	42,738	64,106	32,053	32,053	(21,368)
Dir. of Admissions	83,490	125,236	62,618	62,618	(41,746)
Maintenance Staff					
Electrician	25,900	38,850	19,425	19,425	(12,950)
Refrig. & Heat Pumps	25,900	38,850	19,425	19,425	(12,950)
Negotiator	15,000	30,000	15,000	15,000	(15,000)
Public Info. Officer	32,811	49,216	24,608	24,608	(16,405)
FIS	41,670	55,554	27,777	27,777	(13,884)
SIS	44,034	58,710	29,355	29,355	(14,676)
TOTAL	$804,632	$1,179,952	$589,976	$589,976	$(375,320)

TABLE IV-8: COST ANALYSIS OF DISTRICT OFFICE ALTERNATIVE
SPOKANE COMMUNITY COLLEGE DISTRICT
WASHINGTON COMMUNITY COLLEGE DISTRICT 17

		1980-81 Budget	Proposed Budget	SCC	SFCC	Saving (Costs)
President	A-1	$ 84,958	$ 12,800	$ 6,400	$ 6,400	$ 72,158
Board of Trustees	A-2	22,969	45,938	22,969	22,969	(22,969)
Gov't Research	A-3	75,883	151,696	75,848	75,848	(75,813)
Adm. Asst. Serv.	A-4	262,154	429,260	214,630	214,630	(167,106)
Adm. Asst. Inst.	A-5	99,314	107,704	53,852	53,852	(8,380)
Mgr. Bus. Affairs	A-6	82,359	146,063	73,032	73,031	(63,704)
Business Office	A-7	371,774	577,880	293,662	284,218	(206,106)
Personnel	A-8	205,952	330,240	169,724	160,516	(124,288)
Data Processing	A-9	122,217	190,924	122,217	68,707	(68,707)
Purchasing	A-10	99,543	169,264	89,207	80,057	(69,721)
P.I.O.	A-11	151,197	280,380	140,190	140,190	(129,183)
General Expense	A-12	125,500	231,000	79,500	151,500	(105,500)
Instr. Support	A-13	181,027	268,694	137,284	131,410	(87,667)
TOTAL		$1,844,847	$2,941,843	$1,478,515	$1,463,328	$(1,056,996)

TABLE IV-9: PROJECTED COST SAVINGS
FROM MULTI- TO SINGLE-CAMPUS OPERATIONS
SUMMARY

District/College		1980-81 District Budget	1980-81 Separate Campus Alternative	Savings from Multi-Campus Operation
5	Everett/Edmonds	$ 935,600	$1,188,200	$(252,600)
6	Seattle	2,022,266	2,646,354	(624,088)
12	Centralia/OTCC	804,632	1,179,952	(375,320)
17	Spokane	1,884,847	2,941,841	(1,056,996)

The most obvious difference shown by this analysis is that the amount of saving from operations as a consolidated district is not proportionally uniform among the four districts. On first examination the conclusion might be drawn that differing ground rules and assumptions were used by the colleges in constructing the alternate single-campus operating models. Review with the districts demonstrated that this was not the case. The basic assumption that had to be made by districts was that the same philosophy that determined the breadth and scope of functions performed in the multi-campus operation would also apply when the single-campus operating models were constructed. As a consequence, the assumptions made by the districts in disassembling district offices seemed remarkably similar.

What was not similar was the make-up of the operating functions at the four district locations. For example, the Spokane district has a very high concentration of such business activities as budgeting, accounting, payroll, etc., in the district office. By way of contrast, the Seattle district has business offices on each of its three campuses which perform part of such activities as budget development and control, pre-collection and review of purchasing, payroll and accounting documents, etc. As a result, when the Spokane district creates a decentralized operating model, it has more basic costs to replicate in the single institution budgets. In contrast, in the Seattle district, a part of these costs already appear as part of the campus unit operating budgets. Since the mechanism for measuring the efficiency of operating in a multi-campus versus single-campus configuration was the difference between district costs before separation and the combined total costs of the separately constituted campuses, there are certain to be interdistrict differences attributable to variations in the initial organizational structures. In the case of Spokane, similar concentration occurs in plant administration, extension instruction, athletics, and other areas. These contributed to Spokane's proportionately larger saving through consolidated operation.

4.5.3 Conclusion

Analysis of the costs of performing basic administrative functions through a consolidated district as opposed to individual college units is a legitimate measure of the costs and benefits of these alternative operating modes. This analysis indicates that economies of scale make district operations beneficial from a strictly economic standpoint.

Other analyses could be conducted based on different assumptions which might reduce the cost benefits indicated in the above analysis. For example, the condition of maintaining a "like" level of service during the redistribution of functions could be less stringent. A position such as affirmative action officer would not be transferred but absorbed by existing administrators, the number of accountants and business personnel would be reduced to minimal levels, print shops would not exist. Under such conditions the new campus administrative structure could probably function, but under extreme hardship.

In the final analysis, however, it would only be a matter of degree as to how large the cost benefit would be, for the above analysis clearly indicates that there would be some cost benefits.

4.5.4 What are the Costs/Benefits Associated with Expanding (Reducing, Creating, Eliminating) District Office Operations?

The part of this question that deals with eliminating district operations has been dealt with in the foregoing discussion. The remaining parts of the question have to do with expanding or reducing district office operations, and with the creation of additional district offices.

The expanding or reducing of district office operations refers to the enlargement or contraction of the functions being performed, as opposed to increasing or decreasing the number of district offices. Expanding the functions within a district office operation could take the form of a further centralization of activities previously performed on the separate campuses making up the district; or, it could take the form of adding a campus (that had formerly operated as a single-campus district) to an existing multi-campus complex, with a consequent enlargement in the scope of functions performed in the district office.

The costs/benefits of expansion of district office operations through centralizing additional functions now being performed at individual campuses can only be evaluated in response to specific cases. As earlier discussion has indicated, multi-campus districts have distinctly different histories, and were formed under widely differing circumstances. Because of this, functions performed at the district level will vary from one multi-campus district to another. The multi-campus district that was initially conceived as such will have gone through a careful appraisal of what functions can be most effectively and economically performed at a central location. However, the conclusions reached from this process may not apply with equal validity to another multi-campus district, because the factors which recommend centralization or decentralization are not indigenous to the functions themselves, but relate to the total operational environment.

We do not have such examples in the State of Washington, but in California and Texas there are colleges in the same multi-campus district that are more than 150 miles apart. What may be performed with ease and economy in colleges a few miles distant might be inconceivable for centralization in districts having widely dispersed colleges.

Multi-campus districts that resulted from the aggregation of fully operational, independently-constituted institutions may offer examples of how additional functions can accrete, for the reason that some functions may have been continued at each campus location to avoid organizational disruption. The benefits or disadvantages of centralizing specific administrative or service activities usually can be measured in financial terms. Although there may be an economic advantage in centralizing a particular function, this may be outweighed by the inconvenience of relocation, the abandonment of traditional operating procedures, or the great personal disruption of current employees. Such factors may enter into a determination of where functions will be performed when formerly separate institutions are amalgamated into a single district.

Over time, some of the barriers to consolidation of functions (where this is otherwise regarded as desirable) may disappear through employee turnover or other circumstances.

In viewing the four existing multi-campus community college districts, it is not possible to conclude that expansion of district office functions to encompass activities not now centralized, would result in cost savings or other benefits. Decisions about which functions are to be performed at a district level and which on the local campuses, are extremely complex. As indicated earlier, the reasons for consolidating an activity in one district are not necessarily valid and persuasive for another. Building maintenance provides a good example. Multi-campus operation may justify the employment of a crew of full-time craftsmen (plumbers, electricians, carpenters, etc.) because the volume of work will provide full utilization of employee time. Where campuses are located near the district operation, this may be a desirable way to meet most building maintenance needs. Where campuses are more widely separated, however, the advantages of consolidated manpower and equipment may be offset by time lost in travel to work sites or costly delays in service.

It is probably safe to assume that the different configurations of activities that exist in the four multi-campus districts are appropriate to the particular operating circumstances of those districts. However, it is possible that additional benefits or cost savings could result from expanding the scope of activities now being provided in district offices.

A second part of the question of expansion of district functions is that associated with the addition of another campus to an existing multi-campus operation. The best example in Washington was in the Seattle district.

Initially, a single campus operated in the central sector of the city. The design of district functions was from the beginning based on the assumption that the district would eventually operate three campuses. Basic functions such as business services, planning, and external reporting relationships were designed to accommodate the addition of new campuses. As the additional campuses were constructed, the service functions were already in place. Increased workloads were experienced as additional faculty, staff and service needs came on line. Whether this growth was accommodated at less cost than it would have been had each institution provided equivalent services at the local level is the essence of the question. The evaluation of the elimination of the district offices examined this question in reverse. The evidence seems to have been demonstrated that expansion of district functions to serve additional campuses does result in cost savings and other benefits.

The Seattle example needs to be distinguished from the case in which a separate pre-existing single-campus district would be appended to an on-going multi-campus structure.

In the latter situation, all of the basic services would have been established at the single-campus district. Assimilation of such an institution into a multi-campus structure would create many difficult problems. Although potential savings from consolidated operation would be indicated from the foregoing analysis, cost reductions might be possible only over an extended time, without wholesale disruption of the organization of the single-campus district.

The costs and benefits of creating new multi-campus districts were the final facet of this question. Once again it is necessary to distinguish between the creation of new multi-campus districts to be made up on institutions yet to be created and the concept of merging two or more existing institutions into a single operating entity.

The relative ease of creating a multi-campus district to administer and serve campuses yet to be created was illustrated by the Seattle example. Within that kind of environment, creation of a multi-campus district with a single governing board is a realizable objective.

The possibility and desirability of creating new multi-campus structures by consolidation of existing institutions pose infinitely more complex problems and was discussed in Chapter III. Multiple governing boards would be replaced by a single board. Institutional policies, planning, operating procedures, organizational structures, service philosophies and every other aspect of college management would be threatened by the newly-formed governing entity. The institutions to be merged would be fully-staffed to perform all basic service functions. In addition, each campus would have provided for the special functions reflective of the organizational objectives of the individual presidents and boards. These might be quite different from one campus to the next. One institution might have placed a high priority on planning and development and another may have placed emphasis on institutional research or affirmative action and staff development.

Combining institutions into a multi-campus structure would have the potential for economies of operation through the combination of common functions. However, the disruption and confusion of melding operating units with diverse policies and procedures into single organizational activities would be marked with high degrees of difficulty and personal trauma, at least in the initial stages.

Pressures to retain traditional functions at each campus location would be very strong. Opportunities for conflict between campuses and the central administrative authority would be abundant. Considerable time would be needed before many of the consolidations could be effected that would offer cost savings through economies of scale. In the absence of compelling reasons to the contrary, the consolidation of existing single-campus districts into multi-campus districts should probably be avoided.

4.6 Discussion: Chapters I through IV

The Washington Community College system is an educational enterprise responsive to the educational needs of the adult population. Since 1967, the system has experienced dramatic growth in enrollment and major shifts in its demographic and programmatic profiles. Students are older. They seek the less traditional academic curricula. They pursue more vocational and occupational instruction. They increasingly enroll on a part-time basis in convenient locations. In general the public perceives these programs and services to be necessary and to be performed at an above-average level.

The popularity of the system is based on its responsive nature which is due in part to the district organizational structure. Based on local loyalties and concerns, the current district boundaries have provided non-overlapping planning units within which local boards have attempted to meet the ever-changing educational needs of their citizens. The State Board has coordinated such plans, especially in those areas where student mobility is high. Over the years, these districts have developed strong local support negating the original premise that eventually many districts would naturally want to consolidate. On the contrary, as resources become scarce, some colleges within multi-campus districts are finding that they must compromise in meeting their local needs. Thus, some local advocates for these institutions would prefer independent status and a division rather than consolidation of districts.

Currently the process of resource allocation within multi-campus districts is performed at the district office level. Generally, these offices provide services in the areas of business and finance, personnel services, board relations, and miscellaneous other services. It appears that there are some cost/benefits associated with multi-campus district configurations based on economies of scale. Considerable time would be needed before other consolidation could be brought about which would offer cost savings through economies of scale. Furthermore, dwindling resources and well established local support systems render such a move questionable at this time.

COMMUNITY COLLEGE STUDY

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

1980

CHAPTER V
GOVERNANCE

V. GOVERNANCE

5.1 Introduction

Governance is the structure and process of decision making. Within the community college system, the formal structure includes the State Board for Community College Education and the boards of trustees in the 22 districts. The powers and duties of the State Board are set forth in RCW 28B.50.090. In addition to the powers and duties, the law states that the State Board "shall have general supervision and control over the state system of community colleges."

Separate from the powers and duties of the State Board are the specific powers and duties assigned to the local boards. These are set forth in RCW 28B.50.20.

Structures do not explain functions. Since 1967, the State Board has taken a cautious approach in the exercise of its powers. To the extent possible, the State Board has left decisions to the local colleges. The rationale has been that the colleges must serve their respective communities and must be free to respond to the differing needs of the communities. As a result, the system has not been state dominated despite the fact that financially it is state supported.

The initiation of the community college system as a separate and distinct element of higher education in 1967 led to the formation of many distinct groups which were structured to provide advice and recommendations to the State Board. Students, faculty, staff, trustees and presidents have formed such organizations. Although a close kinship exists between the State Board and the local trustees, the most influential group in shaping State Board decisions has been the presidents through their organization, the Washington Association of Community Colleges (WACC).

In addition to providing help to the State Board for its decision-making process, these same groups, together with any sub-groups which were formed, provided information among the community college districts in an effort to aid them in the formulation of local policy and regulations. Many of the same groups which were established in 1967 are still present and are still supplying advice and recommendations. Since that time, other groups have been formed.

Over the years since 1967, some groups have experienced a metaphmorphosis due to the dynamic influences of a growing system. The Faculty Association of Community Colleges (FACC) is one such example. Originally, it was called into being by the first Executive Director of the SBCCE for the purpose of giving him advice on faculty concerns.

At one point in its history, the organization decided that it needed a separate identity--one not tied officially to the State Board office or to the organization of presidents. This led to the formation of an autonomous organization representing faculty with no official ties to any other group. Later, with the advent of stronger and more militant professional associations, the faculty organization found difficulty in discussing and recommending certain actions without interfering with the statewide professional organizations and with local negotiations. This role conflict was exacerbated when the State Board decided that it wished to officially recognize FACC at all State Board meetings and to provide special seating for the FACC representative. After the State Board ceased this type of special recognition, FACC dipped into near oblivion until it established an understanding with the presidents that it would play a limited role. At present, FACC is alive and well and has found a new identity chiefly as a useful conveyor of information to faculty as well as the initiator of certain systemwide projects, such as the Faculty Exchange Program.

Another systemwide organization to experience change is the Trustees Association of Community Colleges (TACC). This group, made up of all 110 local trustees, was constituted in 1968 but was relatively inactive for several years. Following the legislative session of 1973, there was a serious controversy regarding salary increases for professional employees. The State Board and local boards did not agree on legislative language and intent. This resulted in a lawsuit between two community college districts and the State Board. Although it was settled, the local boards perceived that their authority was in danger of diminishing. A Task Force on Board Relations was impaneled in 1974 which ultimately produced a final report dated January 7, 1976. During this process, the local boards decided that it was important to become more involved through TACC in making recommendations for adoption in the system. The interest in the importance of the state-wide trustee group grew intense enough for TACC to consider on two or three occasions the employment of a full-time executive director to represent its concerns. Although this concept was voted down by TACC, the local trustees have continued their activity and have developed into a more potent political force.

In addition to the statewide internal community college organizations, there have developed some external organizations which have great influence on the decisions made by the system. In some cases, groups were formed unofficially in response to a need for coordination; in other cases, these organizations were officially constituted by statute. In either case, the decisions of these bodies have had impact on the operation of the community college system. Although the external organizations were not a part of the questions to be investigated, they are included because of their impact on the decisions of the State Board.

It is important to reiterate that the attitude of the State Board has been to preserve, to the greatest possible degree, decision making at the local level. The conflict on setting salary limitations, referred to above, was not the result of a desire on the part of the State Board to dominate the system but was an honest attempt to interpret the intent of the legislature. Although it has been pointed out on previous occasions that the State Board has authority to set standards, control curriculum, and to exercise more strict supervision of local activities, it has never chosen to do more than adopt general standards for operation. This operating principle has been a hallmark of the community college system, one appreciated by local districts.

The following paragraphs describe the organizations currently operating which affect in some way the governance of the community college system. In each case, both the constituency of the organization and its formal and/or informal communications' responsibilities are identified.

5.2 Community College Statewide Organizations (Internal)

5.2.1 State Board for Community College Education (SBCCE)

Although not ordinarily considered a statewide organization, this seven-person Board appointed by the Governor does represent the various congressional districts of the state. In this regard, it is representative of all geographical areas. Thus, the Board members do represent all local districts. The State Board was constituted by statute in the Community College Act of 1967.

The functions and authority of the State Board are enumerated in RCW 28B.50.090 and are quite general and broad. The State Board has chosen consistently to make only general policies which delineate minimum standards of curriculum and professional preparation. Where more specific actions have been taken by the Board, these were felt to be needed because inconsistencies existing among community colleges were causing unfair treatment of students or because specific legislative inquiries necessitated a statewide regulation.

The State Board has no formalized structure for receiving reports from the various system organizations. The Board works regularly through its executive director and staff, relying on them to provide information relative to needed actions and policy formation. It must be said, however, that the State Board has always welcomed through its agenda reports, suggestions, and comments from organizations and individuals on any relevant topic. Furthermore, it expects from its staff recommendations for action only after appropriate systemwide elements have been consulted.

The present decision-making structure of the Board relies on three standing committees--the Policy and Planning Committee, the Finance Committee, and the Vocational Education Committee. These committees meet regularly in advance of the full State Board meeting and deliberate on all actions to be taken. No action item is brought before the Board that has not been reviewed by one of these committees. This provision allows for extensive consideration of important items without the necessity for a formalized process and structure.

5.2.2 Trustees Association of Community Colleges (TACC)

Each of the 22 community college districts has a Board of Trustees appointed by the Governor. Each of these boards is composed of five members who serve terms of five years. The TACC organization consists of all local board members. The state organization was not mandated by legislation nor requested by the State Board but developed as a natural outgrowth of the need to communicate between districts; however, the law permits the trustees to form an organization and to charge dues [RCW 28B.50.140(16)].

The purposes of the organization are to facilitate communication between local trustees, to maintain communication with the State Board, and to initiate and pursue legislation affecting community college education.

TACC has no formal policy regarding communication with other systemwide organizations, but by precedent the organization invites communication from students, faculty, and presidents. Most of the work of the organization is accomplished through a board of directors which consists of the executive officers of the organization and one representative from each college district. TACC meets as a whole twice during the year: once in annual session in May and once in plenary session.

5.2.3 Washington Association of Community Colleges (WACC)

WACC is by far the most complex of the systemwide organizations and together with its many sub-organizations recommend actions to be taken in the system. WACC is composed of all campus and district presidents of the 22 community college districts; but during its monthly meetings, it includes representatives of the State Board staff. At present, the organization has six sub-organizations which it has formed and which report directly to WACC.

The purposes of the organization, as stated in its constitution, are as follows:

> To review and recommend policies and procedures to the State Director;
>
> To articulate educational needs;
>
> To increase the effectiveness of community college education in the state of Washington through appropriate joint action of member institutions;
>
> To provide a forum for college and district representatives plus the State Director and his staff to review and assess the major issues, opportunities and problems which community colleges in the state of Washington face.

One must recogize, from the above, that the organization is a major source of recommendations for the State Director on every important issue related to the operation of the colleges. One must also be aware, however, that the State Board regards WACC as a recommending organization, not a body making final decisions.

5.2.4 Washington State Community College Instruction Commission

This body, commonly referred to as the Instruction Commission, was established by WACC and reports directly to WACC. Its membership consists of deans of instruction from each of the colleges. Its purposes include serving as a parent body for other instruction-oriented organizations, providing a communication medium for curriculum and instruction, and developing proposals and recommendations to WACC relating to instruction. WACC has been rather consistent in referring to the Instruction Commission all issues which are primarily instructional.

5.2.5 Washington State Community College Continuing Education Administrators Association

This group is composed of the directors of continuing education from each of the colleges. It meets quarterly and reports directly to the Instruction Commission. Since continuing education courses cut across many divisional lines, it is necessary for the association to communicate with students, faculty, student service personnel, and other administrators. In addition, this group maintains close relations with the Director of Adult Education in the Office of the State Superintendent of Public Instruction since the latter office allocates federal funds for Adult Basic Education.

5.2.6 Vocational Directors Council, Washington State Community College System (VDC)

This organization is composed of the directors of vocational education from each of the colleges. It meets regularly and deals specifically with both vocational preparatory and supplementary courses and concerns. In addition, it considers the expenditure of federal vocational funds flowing to the community college system through the Commission for Vocational Education. This group reports directly to the Instruction Commission and transmits many recommendations to the Commission for action.

5.2.7 Library-Media Directors' Council (LMDC)

This group is composed of the directors of the libraries and learning resource centers of each college. It reports directly to the Instruction Commission and meets with it on occasion. Like the other sub-groups of the Instruction Commission, it transmits to the Commission proposals for the improved operation of learning resource centers.

This organization has developed a more prominent role during 1980. Prior to this year, the Instruction Commission was meeting with and receiving recommendations from an organization known as CCLAMS--the Community College Library and Media Specialists. Although this organization is still active, it now works through the Directors' Council and thus does not make recommendations directly to the Instruction Commission.

5.2.8 Washington State Student Services Commission (WSSSC)

This organization is composed of all the deans of students from the various colleges. It meets regularly and reports directly to WACC. Its function is to initiate and consider matters directly related to the student services function. WACC regularly refers matters of student personnel concern to this group and relies on its recommendations prior to action. Like the Instruction Commission, the Student Services Commission has a number of sub-organizations reporting to it.

5.2.9 Counseling and Guidance Directors of Washington Community Colleges (CGDAWCC)

This organization is composed of the directors of the counseling centers on the 27 campuses. It meets separately and on occasion with the Student Services Commission. The group deals with matters of counseling and guidance and initiates recommendations to the Commission for its consideration.

In addition to the directors' group, there is a larger organization known as the Washington Community College Counselors Association (WC^{3}A). This group meets separately and works through the directors' organization to influence the Student Services Commission.

5.2.10 Washington Association of Community College Registrars and Admissions Officers (WACCRAO)

As one would assume, this group is composed of all registrars and admissions persons from the campuses. It meets separately and once a year with the Student Services Commission. It is concerned with admission, registration, and record keeping of students and makes recommendations for improvement of the system directly to the Commission.

5.2.11 Washington Association of Community College Student Activities Personnel (WACCSAP)

On most campuses, there is a separate office for the director of student activities. It is these persons who make up WACCSAP. It meets separately and once each year with the Student Services Commission to make recommendations for the improvement of student activities programs.

5.2.12 Business Affairs Commission (BAC)

This group is composed of the business officers from the 22 districts. It meets regularly to discuss business and financial matters relating to the system, and the officers exchange information toward improved operation of each college. This group reports directly to WACC and makes recommendations to them. Like other commissions of WACC, this group has standing sub-organizations.

5.2.13 Budget, Accounting, Reporting Committee (BAR)

This group includes persons assigned to responsibilities described in the title above. They meet regularly to discuss problems and concerns and to clarify responsibilities in order to help create needed consistency within the system. The group reports directly to the BAC.

5.2.14 Physical Plant Directors

The directors of the physical plants from the various campuses meet regularly to exchange ideas and to help each other solve common problems. They report and make recommendations to the BAC.

5.2.15 Book Store Managers Committee

The managers of the college book stores meet regularly to consider common concerns and to aid each other in resolving mutual problems. They report to the BAC.

5.2.16 Purchasing Agents Committee

This group of persons, responsible for purchasing for districts and campuses, meets regularly to clarify purchasing regulations and to consider ways and means of improving their services to the colleges. They report to the BAC.

5.2.17 Public Safety Committee

This group meets regularly for exchange of information and is concerned with the safety and security of community college campuses. They report to the BAC.

5.2.18 Public Information Committee (WACC-PIC)

This group is composed of the public information officers from various districts. Since all colleges do not employ such persons, the group does not have representation from all districts. A member of WACC is assigned to provide liaison with this committee. The group considers matters dealing with the dissemination of public information related to community college interests and activities. The committee deals with the sensitive function of informing prospective students about community colleges, since the legislature has required rather strict limitations on what and how public institutions may advertise. The group reports directly to WACC and from time to time makes recommendations related to public information processes and projects.

5.2.19 Personnel and Employee Relations Committee (PERC)

This committee was formed in 1980 by WACC for the purpose of addressing personnel issues relating to both classified and exempt persons. The committee will be addressing mainly the statutes and rules which govern the rights and privileges of district personnel. The group is to be composed of a limited number of presidents, campus personnel officers, and one dean or vice president. The group will report directly to WACC and will provide information necessary for district consideration as well as recommendations for action by WACC.

5.2.20 Washington Community College Athletic Association (WCCAA)

This organization is composed of persons from campuses who represent intercollegiate athletic interests. It is the only one of the WACC organizations which employs a full-time executive director. The purpose of this organization is to govern all branches of athletic competition for men and women in which a student represents a college in competition with any other institution. The group operates somewhat autonomously because of its full-time director; but regular reports are made to WACC, and one or more members of WACC serve as liaison members to its meetings.

5.2.21 Faculty Association of Community Colleges (FACC)

A brief history of this organization was presented in the background information. Today it is an organization consisting of faculty representatives from the various campuses. The organization has no official authorization to exist, but there is an understanding among WACC members that FACC will continue to be supported by the presidents as long as it confines its efforts to non-negotiable concerns. The organization sees itself as the only systemwide organization which can speak for faculty members. FACC has, on occasion, made recommendations for system improvement directly to the State Director, to the SBCCE, and to WACC. FACC maintains communications with students, with other administrative groups, and with the Council for Postsecondary Education. FACC welcomes to its meetings individuals who represent any concerns or interests related to faculty.

5.2.22 Council of Representatives and Presidents (CORP)

This student organization is made up of representatives from the various college student associations. Its purpose and function is straightforward: it exists to promote participation of students in community college decision-making processes in order to enhance both quality education and other student interests. The group meets regularly and adopts positions which it then promotes through any organization which will have a potential influence on the system. The group maintains regular communication with administrative groups--WACC, FACC, the State Director, the SBCCE, CPE, and the student groups of the four-year institutions. CORP has been an active lobbying force in the last several legislative sessions, and its influence has been reflected in legislative action.

5.2.23 Washington Community College Computing Consortium (WCCCC)

The community college districts and the State Board have joined together to form a computing consortium for their mutual benefit. This new entity is authorized under RCW 39.34--the Interlocal Cooperation Act. The organization provides centralized data processing which aids the State Board in maintaining its management information system and aids individual districts by providing needed data services. Each of the participating entities is represented by one person. However, the organization invites representatives from other organizations to provide suggestions and proposals for the improvement of information.

5.2.24 Joint Legislative Committee (JLC)

This committee is composed of representatives of TACC, WACC, SBCCE and the state staff. The group meets on call to discuss and decide on legislative proposals which can be jointly sponsored by all segments of administration. The organization also communicates with other segments including faculty and students and attempts to find common ground in order to avoid unnecessary conflict during legislative sessions.

5.2.25 Minority Affairs Directors' Council (MADC)

This organization, just begun in 1980, is composed of minority directors from all colleges which have such a position. The purpose of the group is to share programs, projects, and experiences for the purpose of helping each other to improve services to minority students in the system. The group has no formal connections with any other organization in the system, but feels free to make proposals to the State Director or SBCCE when such need arises.

5.2.26 American Association of Women in Community and Junior Colleges (AAWCJC) Washington Chapter

This organization, established within the last fiscal year, invites to membership any woman who is employed by or enrolled in a Washington community college. The purpose of the group is to encourage educational program development for women, to support women in leadership roles, and to disseminate information to women about programs, courses, and employment opportunities. The organization has not established official ties to any other systemwide organizations. Because of the relative newness of the group, it has not directly attempted to recommend specific action to the SBCCE or any other administrative group. However, as the organization becomes more mature, it will act independently to make needed recommendations.

5.3 External Organizations

In addition to numerous community college organizations, there are a number of external organizations which influence the decision-making process of the system. Following is a brief explanation of each of these groups and their purposes:

5.3.1 Council for Postsecondary Education (CPE)

This organization is composed of nine citizen members appointed by the Governor plus selected institutional representatives from various colleges, universities, and state agences, including the State Director of the SBCCE. The citizen members are the only voting members. This organization, created by RCW 28B.80.010, makes recommendations to the governor and the legislature regarding many facets of higher education. Among the most important areas of responsibility are: the development of a plan for higher education, a statement of needs for programs and courses, the definition of roles to be played by different institutions, the review of degree programs, recommendations on tuition and fee charges, admissions and transfer policies, the review of operating budgets and capital needs, administrative practices, and formula funding. All of these items are of vital concern to community colleges, and thus CPE is an agency whose work affects decision making for the SBCCE.

The CPE meets regularly, has a staff to carry out the numerous investigations that are assigned by the legislature, and confers regularly with both the SBCCE staff and individual colleges. In addition, it has special task forces composed of students and faculty members which meet periodically to give advice to the CPE regarding matters of concern to those groups.

5.3.2 Higher Education Personnel Board (HEPB)

This organization, created by RCW 28B.16.060, consists of three citizen members appointed by the Governor. They, in turn, select a personnel director who works closely with institutions of higher education. The work with community colleges is accomplished through the SBCCE staff. The purposes of the organization are to set standards, salaries, policies and procedures related to the classified employees in all institutions of higher education. Since the community colleges employ such a large number of classified employees, the work of this board is of vital concern to the system and affects the decisions and management practices of the institutions.

5.3.3 Commission for Vocational Education (CVE)

This organization, created by RCW 28C.04.031, consists of five lay persons appointed by the Governor, the Superintendent of Public Instruction, and the Executive Director of the SBCCE. It is the responsibility of the Commission to write and administer a state plan for vocational education, to audit for compliance with the state plan, and to administer federal funds flowing into the state through the Vocational Act. In addition, the Commission adjudicates any disputes between elements of education delivering vocational education programs. A number of controversial issues which developed during the last two years and which affected the management of the community college system have been decided by the Commission. Generally speaking, the CVE works through the staff of SBCCE.

5.3.4 Washington Council for High School-College Relations (WCHSCR)

This is a voluntary organization which was created a number of years ago to facilitate the transfer of students from high school to college. Its membership includes representatives from the high schools and colleges of the state. Its purpose is to discover ways of helping students obtain accurate information about the colleges they may wish to attend and subsequently to make a smooth transition to those institutions. The organization has no official sanction to make binding decisions on any institution but has, over a period of years, developed such credibility that it is regarded as the vehicle through which institutions work to create consistent and uniform procedures. Community colleges regularly send representatives, and a member of the State Board staff is a part of its executive committee.

5.3.5 Inter-College Relations Commission (ICRC)

The group is sanctioned by the above organization and reports directly to it. Its purpose is to facilitate transfer between institutions of higher education, and its membership includes one representative from each of the public and private colleges and universities. The organization, like the WCHSCR, is voluntary and cannot make binding decisions. However, the work of the Commission has been successful enough to create a set of transfer guidelines which have been accepted by practically all institutions of higher education in the state. All community colleges send representatives, and a member of the State Board staff is also a member.

5.3.6 Washington Financial Aids Association (WFAA)

This organization, a voluntary one, includes representatives from all public and private institutions of higher education which wish to join. The purpose is to help facilitate the acquisitions of financial aid resources by the state and to coordinate the distribution of these resources among the colleges. The financial aid personnel of community colleges have been active in this organization. Although the group has no binding authority to make decisions for any institution, the work of the organization has affected the methods, procedures and attitudes of most institutions.

5.3.7 State Superintendent of Public Instruction (SPI)

There are three primary ways that this office affects decisions made for the community college system. First, the SPI office does have control over the standards under which community colleges award adult high school diplomas. The State Board staff works with SPI in reviewing high school completion programs and the credits awarded through these programs. Secondly, the SPI office is the official recipient of federal funds allocated for adult education for the state. Since the community colleges provide more than 80 percent of the adult education activities of the state, it is imperative that the SBCCE office and the individual institutions work closely with the SPI to establish allocation procedures for these funds. Third, the state coordinator for the General Educational Development (GED) Test is in the SPI office. Community colleges have large programs for persons desiring to be tested through this medium and must work in close cooperation with the SPI to establish test centers and to verify GED certificates.

5.3.8 Department of Licensing (DOL)

One of the departments of the executive office of the state is the Department of Licensing. This office controls the procedures and standards which have been adopted by legislation relating to the licensing of certain professionals. Part of this control has been interpreted by the DOL to include sanctioning of programs at the community colleges dealing with areas where licensing is mandated. When this control requires one or more colleges to conform to certain budgetary standards, faculty-student ratios, or physical arrangements, DOL influences the decision-making system of the colleges.

5.3.9 Specialized Accrediting Bodies

Each of the community colleges has to deal with one or more accrediting bodies which have been chosen to accredit certain vocational preparatory programs. In some instances (e.g., Dental Hygiene) the use of the accrediting group is mandatory by state regulation. The purpose of the accrediting group is to review the vocational program and to approve or disapprove it. In the case of Dental Hygiene, for example, a disapproval of a particular program bars the graduates of that program from taking the state examination--thus eliminating those students from state licensing. Since the accrediting body has jurisdiction over standards relating to faculty-student ratios, physical facilities, and personnel, the approval process has important influence over decisions which are made by local colleges and the State Board.

5.3.10 Northwest Association of Schools and Colleges

State Board rule number 9.40.00 requires each of the community colleges to belong to the Northwest Association, a voluntary accreditation association covering the northwest states. Visitations to the individual colleges occur every five years, and standards are set for the achievement of accreditation. Decision making on the part of the individual community colleges and the State Board is influenced by the standards required to meet accreditation.

5.3.11 Faculty Professional Organizations

State law provides that negotiations will take place in the individual districts when desired by faculty groups. The two dominant organizations involved in negotiations are the Washington Federation of Teachers and the Association for Higher Education. Although practically all major decisions affecting salaries and working conditions are made between local colleges and local bargaining units, there is the potential for statewide activity to be proposed by one or both of the above organizations that would affect legislation. When such legislation occurs, it affects the decision-making process of the State Board.

Table V-1 provides a summary of the organizations listed above, indicating their source of authority, their membership and the major function of each. There are two other groups which greatly influence the decision-making process of the system. They are not formal organizations but subcommittees of WACC. The Operating Budget and Capital Projects Committees are mainly comprised of community college presidents appointed by the president of WACC. The SBCCE staff works closely with these committees since they propose operating and capital budget requests for the State Board's consideration.

TABLE V-1: STATEWIDE COMMUNITY COLLEGE ORGANIZATIONS WHICH INFLUENCE DECISION MAKING

ORGANIZATION INTERNAL	SOURCE OF AUTHORITY	MEMBERSHIP	FUNCTION
State Board for Community College Education (SBCCE)	RCW 28B.50.050	7 citizens from the different congressional districts and appointed by Gov.	To make decisions which will fulfill the provisions of the Community College Act.
Trustees Association of Community Colleges (TACC)	Self-Initiated	All local trustees	To promote communication between local boards, SBCCE, and other organizations; to initiate legis lation as needed.
Washington Association of Community Colleges (WACC)	Self-Initiated	Presidents of community colleges and districts	To communicate among college districts; to review and recommend policies to State Director; to increase effectiveness of comm. college education
Washington State Comm. College Instruction Commission	WACC	Deans of Instruction	To communicate with each other; to review and recommend improvements to WACC.
Washington State Comm. College Continuing Education Association	Instruction Commission	Administrators of Continuing Education	To share programs and procedures among themselves to make recommendations to Instruction Commission
Vocational Directors Council Wa. St. Comm. College System (VDC)	Instruction Commission	Vocational Directors	To recommend policies and procedures relative to vocat'l programs and use of federal vocat'l funds
Library-Media Directors Council	Instruction Commission	Dir. of Learning Resource Centers	To discuss and recommend to Instruction Commissio improvements in services to students and faculty.
Comm. College Librarians & Media Specialists (CCLAMS)	Library-Media Directors	All librarians and media specialists	To communicate among themselves; to recommend improvements to Library-Media Directors.
Washington State Student Services Commission (WSSSC)	WACC	Deans of Students	To communicate with each other; to recommend to WACC improvements in the system.
Counseling & Guidance Directors Assn. of Wa. Comm. Coll. (CGDAWCC)	Student Services Comm.	Counseling Directors	To communicate with Deans of Students; to make recommendations to Student Services Commission.
Wa. Assn. of Comm. Coll. Registrars & Admissions Officers (WACCRAO)	Student Services Comm.	All registrars and admissions officers	To communicate among themselves; to recommend improvements to Students Services Commission.
Wa. Assn. of Comm. Coll. Student Activities Personnel (WACCSAP)	Student Services Comm.	Persons employed to operate student activities programs	To communicate among themselves; to recommend improvements in the system to Student Services Commission.
Business Affairs Commission (BAC)	WACC	Business officers	To communicate among themselves; to recommend improvements to WACC.
Budget, Accounting, Reporting Committee (BAR)	BAC	Budget, accounting, reporting personnel	To discuss problems and clarify responsibilities.
Physical Plant Directors	BAC	Dir. of physical plants	To exchange ideas, help solve common problems; make recommendations to BAC.

TABLE V-1 (Cont.): STATEWIDE ORGANIZATIONS WHICH INFLUENCE COMMUNITY COLLEGE DECISION MAKING

ORGANIZATION	SOURCE OF AUTHORITY	MEMBERSHIP	FUNCTION
INTERNAL			
Book Store Managers Committee	BAC	Book store managers	To consider mutual concerns and problems and seek solutions.
Purchasing Agents Committee	BAC	Purchasing agents	To consider ways of improving services to colleges; clarify purchasing regulations.
Public Safety Committee	BAC	Security personnel	To exchange ideas and info concerning safety and security of college campuses.
Public Information Committee (WACC-PIC)	WACC	Public information personnel	To communicate among themselves; to recommend improvements to WACC.
Personnel & Employee Relations Committee (PERC)	WACC	Selected representatives	To advise WACC concerning issues relating to classified and exempt personnel.
Wa. Community College Athletic Assn. (WCCAA)	WACC	Representatives from each college	To foster and coordinate intercollegiate athletics; to make recommendations to WACC.
Council of Representatives and Presidents (CORP)	Self-Initiated	Student representatives from member colleges	To promote student interests in the decision-making process; to meet with and make recommendations to various organizations and agencies including legislature.
Faculty Association of Community Colleges (FACC)	Self-Initiated	Faculty representatives from each college	To communicate among themselves and to their respective faculty groups; to make recommendations to various internal and external groups regarding needs and improvements.
Wa. Comm. Coll. Computing Consortium (W^{4}C)		Presidents of community colleges and State Board	To provide data processing services to the colleges and State Board office.
Joint Legislative Committee (JLC)	WACC, TACC, SBCCE	Representatives from authorizing groups	To develop a joint legislative package for each legislative session.
Minority Affairs Directors' Council (MADC)	Self-Initiated	Dir. of Minority Affairs from colleges	To share information among themselves.
American Assn. of Women in Community & Junior Colleges	Self-Initiated	Any woman who is employed by or enrolled in a community college	To disseminate information about programs; encourage leadership development among women; to help women find employment.

TABLE V-1 (Cont.): EXTERNAL ORGANIZATIONS WHICH INFLUENCE COMMUNITY COLLEGE DECISION MAKING

ORGANIZATION	SOURCE OF AUTHORITY	MEMBERSHIP	FUNCTION
EXTERNAL			
Council for Postsecondary Education (CPE)	RCW 28B.80.010	9 citizen members selected by Governor, some selected reps. from institutions	To recommend to Governor and legislature improvements in higher education.
Higher Education Personnel Board (HEPB)	RCW 28B.16.060	3 citizens selected by Governor	To develop and administer rules and regulations related to classified personnel in colleges.
Commission for Vocational Education (CVE)	RCW 28C.04.031	5 citizens selected by Governor, Supt. of Public Instruction, and State Director of Community Colleges	To write and administer a state plan for vocat'l education; to administer federal vocat'l funds.
Wa. Council for High School-College Relations (WCHSCR)	Self-Initiated	Representatives from high schools and colleges	To facilitate transfer from high school to college.
Inter-College Relations Commission (ICRC)	WCHSCR	Representatives from each college	To facilitate transfer from one institution of higher education to another.
Wa. Financial Aids Assn. (WFAA)	Self-Initiated	Representatives from each college	To coordinate efforts to seek financial aid resources for Washington state.
St. Supt. of Public Instruction (SPI)	Statute	Not applicable	To review and approve community college programs for high school diplomas; to allocate to colleges adult education funds.
Dept. of Licensing (DOL)	Statute	Not applicable	To set standards and approve vocat'l programs in areas licensed by the state.
Specialized Accrediting Groups	Self-Initiated	Not applicable	To set standards and approve vocat'l programs in certain areas.
Northwest Assn. of Schools and Colleges	Self-Initiated	Not applicable	To set standards and accredit colleges periodically.
Faculty Professional Organizations	Self-Initiated	Faculty members	To negotiate locally with district boards; to propose legislation for faculty improvement.

5.4 Analysis

The governance and management of the community college system is based on a division of responsibilities between district boards of trustees and the State Board, consistent with policies adopted by the legislature and enunciated in the Community College Act.

In January of 1976, a report entitled "Task Force on Board Relationships" was published by the State Board for Community College Education. Developed by four local trustees and four State Board members, this document addressed ten areas:

1. Operating Budget
2. Capital Budget
3. Personnel/Professional Negotiation
4. Real Property Acquisition
5. Program and Curriculum
6. Planning
7. Fees and Charges
8. Legislative Program
9. Reporting Requirements
10. Inter-District Cooperation

Recommendations were formed in each area in an attempt to establish a reasonable balance of responsibility between the state and local boards. These recommendations were mutually adopted by the State Board and the Trustees's Association. They formed a general set of guidelines for the governance of the system which, for the most part, have been followed to date.

In addition to this relationship with the local boards, the State Board has established an advisory network utilizing the internal organizations of the system. Representing the various constituencies within the community college system, these groups are consulted by the state staff in their formulation of systemwide policies, procedures, plans and budget requests. The external organizations, which include state and federal agencies, normally work with and through the State Board office in their dealings with the system.

This governance structure complements the Community College Act of 1967 which provides a framework for state level supervision and control while permitting the individual community college a large degree of freedom to carry out its mission. Whether this form of governance will be permitted to continue remains to be seen.

The biennial budget for the system is approaching a half-billion dollars. Enrollment has passed the two hundred-thousand mark. These two facts alone have caused legislators and members of the executive branch to more closely scrutinize the current and future direction of the system. Pressures are building to more closely control and regulate programs, their location, size and funding sources. State Board policies concerning enrollments, credits, course approval and course funding are examples of areas currently under legislative review. Indicators point toward a legislative desire for more control over the entire community college system.

One alternative is to abolish the State Board and staff and have the legislature deal directly with each college district. This would parallel the present procedure with the public four-year institutions. This modification would free about one million dollars per year in state funds. It would also place more control, management, and decision making at the lowest possible level. One main disadvantage of such a move would be the added workload for the legislature, governor's office and their staffs because of the necessity of dealing with 22 separate districts. The current concerns relative to regulation of courses, programs, enrollment, and financial expenditures would not diminish if the State Board were abolished; and these items would demand a much greater workload for legislative committees and the governor's staff.

A second alternative would be to retain the governance structure which is presently in place and retain the current level of State Board commitment to allow all possible decisions at the local level. If this were to be accepted, however, as the mode of governance for the 1980s, there would need to be a much greater willingness on the part of local districts to coordinate their decisions to bring about consistencies with legislative intent. Such coordination would occur through the State Board and be reported to legislative committees by the State Board staff.

It is unlikely that the elimination of the State Board would be supported by either the executive or legislative branches. It is also unlikely that local college districts would find it easy to agree among themselves in self-imposed coordination. It is much more likely that as budgets become tighter and demand remains steady or increases that the legislature will demand that the State Board exercise more control over local districts. A third alternative then would be to review the actual authority of the State Board and, in areas where needed, legislate additional authority.

A fourth alternative, even more extreme, would be to abolish the local district boards. Such a move would once and for all eliminate any present confusion over decision making by putting the final responsibilities in the hands of the State Board. This move would coincide with the desire of some legislative leaders that the State Board "manage the system." Policy and rule formation would be centered in one body. It is even conceivable that key district personnel would be employed only with the approval of the State Board. Although there may be advantages to such a system, it does effectively eliminate all significant decision making at the local level and would necessitate an increase in the State Board staff. This would immediately initiate a movement of collective bargaining to the State Board level and thus create a new set of complicated factors. It would also endanger local community diversity which the present State Board has attempted to preserve.

A fifth alternative, yet another drastic step, would be to create a board of higher education which would be responsible for policy-making and management of all public post-secondary institutions. This plan is attractive to persons who view strong and consistent control as a necessity for the 1980s in light of expected budget reductions. Another advantage would be the ability of such a board to deal directly with any competition, duplication, and tension caused by the present bifurcation of governance. Although this proposal would provide a means to solve some of the present problems, it does remove even further any major decision-making authority from local communities and thus would reduce the probability of local districts being able to respond to unique diversity. Furthermore, the state would need to establish a large centralized staff with no assurance that there would be an increase in efficiency, effectiveness or accountability at the local level.

A sixth and final alternative would be the legislation of a super board for all public education. The enactment of such a statute would create a board with authority to decide on all matters of education. The advantage of such a move would be the ability of such a board to establish a plan in conjunction with the legislature for facilities, priorities, programs, enrollment growth, and for consistent roles and missions for all institutions. Current tensions between the three public education systems would not disappear, but there could be a mechanism established to resolve such issues. The chief disadvantage would be the inability of the board to consider local diversity. Also, there would be the cost of a large centralized staff, increased bureaucracy and no assurance that the "master plan" would, or could be realized.

COMMUNITY COLLEGE STUDY

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

1980

CHAPTER VI

SINGLE VERSUS DUAL SYSTEMS OF VOCATIONAL EDUCATION: AN ANALYSIS

VI. SINGLE VERSUS DUAL SYSTEMS OF VOCATIONAL EDUCATION: AN ANALYSIS

6.1 Introduction

The question of dual systems of vocational education encompasses both operations of programs and governance arrangements. In Washington this involves vocational technical institutes and the Commission for Vocational Education (CVE). The institutes serve the same student group as the community colleges (duality of operations), and the CVE exercises governance responsibilities which duplicate some of those of the State Board for Community College Education (duality of governance).

There are five vocational technical institutes operated by school districts. They provide preparatory, supplementary, consumer and homemaking and apprenticeship-related types of vocational education; adult basic education; high school completion and some community service. They serve adults, principally, without residency restrictions. Their operations are funded mostly by a general fund, line-item appropriation to the Superintendent of Public Instruction.

The fundamental issue is: Should the state continue to operate adult-serving VTIs through an administrative structure separate from the rest of postsecondary education? There are several corollary issues:

1. Should specialized postsecondary institutions be continued?
2. Should VTIs be operated as a separate postsecondary system?
3. Should VTIs become part of the community college system, either as specialized or as comprehensive institutions?
4. Should parts of the state-level governance of vocational education continue to be separate from the primary postsecondary governance organizations?

There are no studies which show significant differences in characteristics between VTI students and students in similar programs in community colleges. There are no studies which show significant differences in effectiveness between VTI programs and community college programs. With no demonstrable difference in clientele and outcomes, resolution of the issues must fall into the political arena and its dependence on historical precedents, philosophical positions and organizational pressure. Therefore, the issues are discussed within the contexts of the history, contrasting educational philosophies and groups that influence vocational education for adults in this state.

6.2 Early History

The history of VTIs and state level administrative organization of vocational education is inextricably bound up in the history of education, especially vocational education, and that is heavily impacted by federal acts.

Interest in vocational education, technical education or industrial education arose during the last quarter of the 19th century in recognition of the failure of apprenticeship to keep pace with the specialized demands of rapid industrialization, and the drive to democratize education in this country. The desire to create a curriculum more appropriate for the "workingman's children" in the developing public high schools gave impetus to the idea.

Detractors in leadership positions felt that traditional education values were threatened. For example, a hundred years ago President White of Purdue University distinguished between the general and special in education, and argued that, "The elements of technical knowledge which are of general application and utility may clearly be taught in the public schools." But he felt that the "statement that the public school should teach every pupil to work with his hands while it trains him to think with his head (is) impractical and misleading."[1]

In the face of this resistance, the promoters of vocational education assumed two major tasks: To install vocational education in the public schools and to create an administrative climate conducive to the development of vocational education. By the turn of the century, there was support for these tasks from many industrialists, the American Federation of Labor, commercial interests, and the manual arts movement within education. President Theodore Roosevelt said, "This question is vital to our future progress, and public attention should be focused upon it. Surely it is eminently in accord with the principles of our democratic life that we should furnish the highest average industrial training for the ordinary skilled workman." Accomplishment of the first task was a matter of time and effort--but inevitable. The second task however, created a dilemma. The most protective administration for an enterprise is a separate and special administrative structure, but it was intended that vocational education be an integral part of public education. *Separate and integral is a conceptual contradiction.*[2]

Massachusetts in 1906 became the first state to address this vocational education interest. It established a dual system of education by creating a commission to administer industrial education separate from the State Board of Education and a system of industrial schools operated by local boards independent of the regular public school system. In 1909, the Massachusetts legislature merged the work of the commission with that of the State Board of Education and made the industrial schools wards of a Deputy Commissioner of Education,

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[1] Melvin L. Barlow. *History of Industrial Education in the United States*. Chas. A. Bennett Co., Inc., Peoria, Illinois, 1967, p. 37

[2] *Ibid.*, p. 53.

Charles A. Prosser. Charles R. Allen was appointed as an Agent for Industrial Education. (These two men played a central role in the future development of vocational education and their influence is still felt today.) Massachusetts had dealt with the separate/integrated dilemma by creating unity at the state level and duality at the local level.[3]

In the meanwhile, the National Society for the Promotion of Industrial Education, which had been formed in 1906 with Henry S. Pritchett of the Carnegie Foundation as first president, was building a national consensus of support for federal assistance to develop vocational education. This effort culminated in the Smith-Hughes Act of 1917. The NSPIE convention that year acknowledged the grave difficulties ahead:

> "Chief among them (the difficulties) were, and still are, the constantly recurring and conflicting interests that need to be harmonized. There is the conflict of ideas between those who seek more practical education--a better adjustment to real life--and those who fear that vocational education will lower the standards of academic education. And there is still the old conflict between a unit versus a dual system of education, and between aristocracy and liberalism in a democratic society."[4]

While the need for vocational education was being investigated at the national level, this state's Superintendent of Public Instruction, Mrs. Josephine Preston, in 1914 formed a vocational education commission and an advisory board. Following the passage of the Smith-Hughes Act by Congress in 1917, the state legislature designated the State Board of Education as the State Board for Vocational Education with the Superintendent of Public Instruction as chief executive officer of the board. Preston appointed a director of vocational education and a year later appointed a supervisor of agricultural education. With the abolishment of the State Board for Higher Education and the restructuring of the State Board of Education in 1909, the state board consisted of the Superintendent of Public Instruction, the president of the university and the president of the state college, a principal from one of the normal schools, a superintendent of a first class school district, a county school superintendent and a principal of one of the accredited four-year high schools. This organization prevailed until 1947. Mrs. Preston's 16-year term through 1928 saw the creation of the first junior college in the state, Centralia, which opened in 1925.[5]

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[3] Charles A. Prosser and Thos. H. Quigley, Eds. Vocational Education in a Democracy. Revised Ed. American Technical Society, Chicago, 1949, p. 18.

[4] Ibid., p. 55.

[5] Harry Johnson, Ed. Washington Schools in the Good Old Days. Louis Bruno, State Superintendent of Public Instruction, Olympia, Washington, 1969, p. 16.

Charles A. Prosser and Charles R. Allen* wrote the definitive book on the philosophy and operational principles of vocational education in 1925. It was entitled Vocational Education in A Democracy and was revised in 1949 by Prosser and Thomas H. Quigley. Their attacks on general or liberal education were scathing. Prosser and Allen and Prosser and Quigley argued that the vocational education enterprise should be separate from general education, although somehow a part of the state and local educational endeavor. They presented an extensive description of how a pre-employment vocational school should operate, which may be summarized as follows:

1. The vocational school must have a different organization than general schools.

2. The vocational school must employ different methods than the general school.

3. The marking system of the general school is not appropriate to the vocational school. "Who wants to ride behind a 70 percent locomotive engineer?"

4. Academic credentials of a student are not appropriate as the sole requirement for admission.

5. Students must be able to enroll at any time in a vocational school, not just at fixed points in the year.

6. "A vocational school should be so organized and conducted that it's able to admit anybody anytime for any course of instruction it has to offer."[6]

7. Instruction should be individualized.

8. The theory taught should not be generalized, but should be specific to the occupation.

9. The training environment should duplicate actual working conditions.

10. A course of study is nothing more than repetitive practice in a series of participating experiences designed to instill specific habits of skill and thinking.

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*Allen was a graduate student at Harvard under William James, psychologist and one of the founders of pragmatism in philosophy. It is somewhat ironic that the origin of the operational principles of Bates VTI can be traced so directly to a Harvard professor.

[6] Charles A. Prosser and Thos. H. Quigley, Eds. Vocational Education in a Democracy. Revised Ed. American Technical Society, Chicago, 1949, p. 272.

11. The content of a program must be determined by a group of competent workers in the occupation.

12. Instruction in related subjects and auxiliary information should be given by the shop teacher.

13. Teacher training institutions have little or nothing to contribute to training of vocational teachers.

14. Instructors should be drawn from the occupation.

15. No course content should be required that does not pertain to the occupation.

16. The vocational school should be flexible in its response to the needs of industry.

These operational characteristics of a vocational school are still cited today, especially by advocates of Washington vocational technical institutes.

In Washington until 1930 the separate but integral dilemma had been settled on the side of integral, with vocational education under the control of a State Board dominated by academicians and general educators.

Vocational education programs at this time were preparatory at the high school level with a heavy emphasis on home economics and vocational agriculture. Superintendent Preston's successor, Noah D. Showalter, served two terms through 1936 and saw the creation of the first specialized school, the Edison Vocational School, in 1930 and the expansion of the vocational education division in the Superintendent's office to a staff of nine including three vocational rehabilitation positions.

The next state superintendent, Stanley F. Atwood, opposed to the expansion of vocational education, attacked the State Board of Vocational Education and locked the vocational director out of his own office for several months in 1938. This controversy culminated in legislation in 1939 establishing the position of Director of Vocational Education and the provision of a funding weighting factor to encourage school districts to develop vocational education. The same year saw the creation of the second specialized facility established as the Spokane Trade School.[7]

Then there was a period of respite from struggle with the vocational education dilemma because, beginning in 1940, training of adults began to be geared to national defense. Thousands of workers were trained in this state in programs entirely financed by federal funds which also supported the acquisition of facilities and equipment. Following World War II, most of this equipment was turned over to the state and thereby to regular vocational programs at the local level. This opportunity for expanded vocational education operations materialized in the form of vocational schools in Tacoma, Vancouver and Pasco.

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[7] Harry Johnson, Ed. Washington Schools in the Good Old Days. Louis Bruno, State Superintendent of Public Instruction, Olympia, Washington, 1969, p. 19.

The 1941 legislature, in passing the first Junior College Act, provided that the junior colleges could be established only in those counties where there was no other state institution of higher education. This act led to the creation of Clark College in 1949, built around the nucleus of the existing vocational school. In a similar fashion, during the 1950's the Pasco program became Columbia Basin College.

The 1953 session of the legislature saw the introduction of a bill to create a separate State Board for Vocational Education. Although this bill had support from the governor, labor, management and agriculture and passed the House, it failed passage in the Senate by one vote. At this time, vocational programs in the junior colleges were funded on the basis of three times the basic common school state-support level. In 1958, the Superintendent of Public Instruction, Lloyd Andrews, increased the reimbursement base for vocational schools to the same level as the junior colleges.

During the 1960s, vocational education became an increasingly important issue. On October 5, 1961, the White House announced the appointment of a Panel of Consultants on Vocational Education. The 26-member panel included Thomas H. Quigley, mentioned earlier in connection with Prosser, and Mrs. Helen Radke, who was then a member of the Port Angeles Board of Education and now is Chairman of the State Board for Community College Education. The report of the Panel of Consultants on Vocational Education resulted in the federal Vocational Education Act of 1963 which replaced all previous acts, increased funding authorization fourfold, and incorporated two important conceptual changes. These were to broaden vocational education from a few occupational categories and to make vocational education more responsive to the needs of persons with academic, socio-economic or other handicaps. In other words, the new act was people-centered rather than occupation-centered. The act also continued the requirement for a single state agency to administer vocational education and it encouraged the building of area vocational schools. Expansion of postsecondary vocational education was further stimulated by the infusion of funds from the Manpower Development and Training Act also.

6.3 Current History

The 1961 legislature removed the geographical constraints on the development of community colleges. This allowed the community colleges to be implemented in the counties already containing some other segment of higher education. Subsequently, Seattle Community College was developed from Edison Vocational School, and Spokane Community College was developed from Spokane Trade School.

A report by A. D. Little to the Superintendent of Public Instruction entitled A Policy Plan for Community College Education in the State of Washington in June 1966 stated:

> "Today the State of Washington has a divided system that in some respects requires students to choose between the blue collar and the white collar in their search for education beyond high school.
>
> "In some places in the state, there are vocational technical institutes and community colleges operating within the same area. In most cases, neither type of institution offers a fully comprehensive program. As a result, the student seeking education beyond high school is required to decide before he chooses an institution whether he wants occupational education or academic education. It seems to us that this 'forced choice' is not well adapted to the needs of students. In our estimate, students should be able to find under one roof all the educational offerings that they may require not merely to prepare themselves for the jobs they have in mind at the time they enter but, in an increasing number of instances among youth, also to search for and identify an appropriate occupation and career through the education process."[8]

The 1967 legislature, following the recommendations of the report, drafted the Community College Act which separated the existing community colleges and vocational technical institutes from the common school system and placed them in the newly-created community college districts, each with its own Board of Trustees and under the general supervision of the State Board for Community College Education.

In the "give and take" of the 1967 session, a proviso was added to the Community College Act allowing school districts to retain jurisdiction over the six existing vocational technical institutes. That option was exercised by each of the six. These included Bellingham VTI, Lake Washington VTI, Renton VTI, Tacoma VTI (which has since been renamed the L. H. Bates VTI), Clover Park Education Center and Olympia VTI. The proviso also allowed school districts to relinquish jurisdiction of vocational technical institutes to the community college at any time in the future.

In order to satisfy the federal requirement for a single state agency to be responsible for vocational education, the Community

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[8] A Policy Plan for Community College Education in the State of Washington, Report to the Superintendent of Public Instruction. Arthur D. Little, Inc., 1966, p. 32.

College Act also created a state-level body designated as the Coordinating Council for Occupational Education. It took over all of the duties previously performed by the State Board for Vocational Education and consisted of nine members: Three from the State Board of Education, three from the State Board for Community College Education and three appointed by the governor.

The state now had a very complex arrangement on its hands. Vocational education was an integral part of the operation of the high schools. Vocational education for adults was split between specialized vocational schools, operated as an appendage to school districts, and community colleges, independent from the school districts. At the state level, the school districts were responsible to the Superintendent of Public Instruction and the community colleges to the State Board for Community College Education, while vocational education was partially funded but totally regulated by the Coordinating Council for Occupational Education (CCOE). The director for CCOE described his agency's position as being like "yelling over the backyard fence to tell your neighbors how to manage their affairs," and just about as effective.

During the 1969 session of the legislature, a bill was passed which transferred responsibility for all adult education from the school districts to the community colleges with the exception of adult education offered by the VTIs. Responsibility for federal adult basic education funds remained with the Superintendent of Public Instruction. During the same session, a bill was introduced which would have eliminated the Coordinating Council for Occupational Education and transferred its functions to the Office of Superintendent of Public Instruction and to the State Board for Community College Education. This threat to the separate administration of vocational education was reinforced by a 1968 action of Congress (PL 90-577, Intergovernmental Cooperation Act) which would allow a state exemption from the single state agency requirement. Resolution could be achieved by interagency agreement rather than legislative action. A number of the functions were transferred from the CCOE to the SBCCE and the SPI including planning for vocational education, the approval of vocational programs and the administration of personnel standards.

The development anticipated by the legislature in adopting the 1967 Community College Act was reinforced nationally in 1970 when the Carnegie Commission on Higher Education recommended:

> ". . . that state plans for two-year institutions should not provide for new two-year strictly academic branches of universities or new specialized two-year technical institutes, although it recognizes that there may be a case for exceptions under special circumstances prevailing in some of the states. Where such institutions now exist, they should be urged to broaden their programs as rapidly as possible so they may fulfill the general purposes of comprehensive community colleges. The continuing existence of specialized two-year institutions, if the decision is to

> continue them in their narrow specialization, should not stand in the way of the establishment of comprehensive community colleges in the same areas. We also recommend that state plans should place major emphasis on the allocation of vocational education funds to comprehensive community colleges rather than to post-high school area vocational schools or other non-collegiate institutions."

In 1971, the Olympia VTI was transferred by the school district to Community College District #12. Shortly thereafter the operation of the institute was moved from its downtown storefront operation to a wooded campus with room for growth. Subsequently it was renamed Olympia Technical Community College.

This transfer was supported by one of the charter members of the CCOE and a former member of the State Board of Education, Helen Radke, who said in 1973:

> "I want to say something else in regard to the state's vocational technical institutes. I have visited them often and have been impressed with their programs and with the unfailing enthusiasm of both administrators and teachers. They are a very important part of our educational system and should be continued and expanded as needs develop. They give diversity to our vocational programs and give diversity to our whole educational system. They strengthen education in the state of Washington. At the same time of the Community College Act, I fought for retention of the vocational technical institutes in the common school system because I did not know how they would fare in the community college system. At this time, I now think they would fare very well in the community college system. I would hope that somehow before the next session of the Legislature there could be a new light on this very important area. I'd like to see us stop quarreling over students and be a ball team in providing the very best possible education in Washington for both young people and adults."[9]

Obviously not everyone in the state favored movement in the direction of unifying postsecondary vocational education. For example, the 1974 convention of the Washington State Labor Council adopted the following resolution:

> WHEREAS: Vocational Technical Education is vitally important to the people and economy of Washington State; and
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> WHEREAS: Abundant opportunity for profitable employment is available in today's world, but the ability to profit most

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[9] Effective State Level Administration of Vocational Education, Staff Retreat Summary Report, Washington State Coordinating Council for Occupational Education, 1973, p. 25.

fully from these opportunities depends, for a large segment of the population, upon the Vocational Technical Education they have had; and

WHEREAS: The non-graded area Vocational Technical Institution has in the past, is now and will continue in the future to make a highly significant contribution in this field; and

WHEREAS: Vocational Technical programs organized in this manner have received national and international recognition for their outstanding achievements, primarily because they have operated on a non-graded basis which is flexible and immediately responsive to the needs of industry; and

WHEREAS: These institutes are currently being limited in their development and growth because of restrictive legislative authority; therefore, be it

RESOLVED: That we support legislation which will assure the continued growth, operation and development of non-graded area Vocational Technical Institutes in Washington State administered by a local public school district or a combination of such districts and be it further

RESOLVED: That we shall oppose any legislative action which would in any way restrict the growth, operation and development of non-graded area Vocational Technical Institutes in Washington State administered by a local public school district or a combination of such districts.

In 1974, further negotiations among the SPI, SBCCE and the CCOE led to the transfer of further responsibilities. SBCCE and SPI took on the duties connected with program development, professional development and coordination of statewide vocational student organizations.

6.4 Current Status and Problems

The 1975 legislature disbanded the CCOE and created in its place the Commission for Vocational Education, comprised of the State Director of Community Colleges, the Superintendent of Public Instruction and five members at large appointed by the governor. This act designated the CVE as the sole state agency for receipt and disbursement of federal vocational funds and gave it responsibility for adjudicating disputes between the two systems, coordinating the development of the State Plan for Vocational Education, administering the State Plan, and auditing for compliance with the State Plan. The act further provided that the Office of Financial Management would make studies of the functions other than those specified in the act and the staffing levels necessary to perform required functions. The 1976 special session of the legislature approved the OFM recommendations and the governor's actions relating to the transfer of additional functions to various state agencies and the reduction of the CVE core staff to a level of 19 man years. These actions made permanent by legislative action the changes in state-level administration for vocational education which had been agreed to by the three agencies earlier.

One of the responsibilities which the legislature had assigned to the newly created CVE was to define the service areas of the existing vocational technical institutes. This definition was needed in conjunction with the legislative prohibition against community colleges operating programs outside of their districts and VTIs operating programs outside of their service areas, except as might be provided by interagency approval or CVE adjudication. After a lengthy series of hearings and deliberations, the CVE in the fall of 1978 defined the service area for each of the VTIs as the community college district in which the VTI exists. This action was immediately challenged by four of the five VTIs in a lawsuit against the CVE. In January 1980, the Superior Court ruled in favor of the VTIs. At its March 1980 meeting, the CVE adopted modified definitions of the service areas for the VTIs. Bellingham VTI retained all of Whatcom County. This had not been under dispute. Lake Washington VTI's service area was expanded from the Bellevue Community College District to also include the North Shore School District. The Renton VTI's service area was expanded to Green River Community College District and a portion of the Seattle Community College District lying between the Duwamish River and Denny Way. The L. H. Bates and Clover Park service areas were expanded to include all of Pierce County.

When the Commission for Vocational Education expanded the service areas of the vocational technical institutes it added to the competitive tensions between community colleges and VTIs. The Senate Select Committee on Vocational Education attempted to deal with the vocational education dilemma in its March 1975 report. The eleven recommendations of the Committee were:

1. That the Legislature reaffirm that the State of Washington is best served by comprehensive educational programs which will provide a strong emphasis on vocational and occupational training.

2. That vocational training is best provided by cooperation between existing delivery systems in the common schools, area vocational technical institutes and the community colleges.

3. That in order to avoid jurisdictional confusions there be a clear definition of secondary and postsecondary education program systems.

4. That the Coordinating Council on Occupational Education, established as part of the 1967 Community College Act, be abolished and replaced by a Commission on Vocational Education whose functions shall be:

    a. state plan development for vocational education,

b. supervision of the state plan, although daily administration should be the responsibilities of the secondary and postsecondary systems, and

c. adjudication of any disputes arising between the systems in the implementation of the state plan.

5. That to the extent possible, cooperative agreements worked out locally between common school and community college districts on how best to provide vocational opportunities to the state's constituents be authorized as long as they do not deviate from the general policies set forth in statute nor the state plan for vocational education. Where differences or plan deviations occur, such should be first attempted to be resolved at the secondary and postsecondary state agency level and only program or policy disputes should be referred to the Commission for its final determination.

6. That the Commission be composed of five citizen members appointed by the Governor who are well versed in the vocational needs of industry, labor and agriculture, together with the Superintendent of Public Instruction and the Director of the State Board for Community College Education.

7. That the present staff positions of the Coordinating Council for Occupational Education, whose primary function is state policy plan development, be retained with the new Commission for Vocational Education but that those positions dedicated to program administration be transferred respectively to the secondary and postsecondary systems if it is determined that such functions previously were provided in direct support of those systems.

8. That the remaining administrative functions of the Coordinating Council on Occupational Education not directly related to vocational education policy development and implementation be transferred to an appropriate administrative agency.

9. That the present five vocational technical institutes shall remain in the common school system, in order to continue to provide varied vocational training opportunities.

10. That high school completion programs presently offered by the community colleges be under the administrative purview of the Superintendent of Public Instruction, although such adult high school completion programs which could be most effectively carried out under contract with the community colleges should be so authorized by the Superintendent of Public Instruction.

11. That all statutory references to vocational education be included within a single RCW chapter, which would:

    a. emphasize the importance of vocational education programs,
    b. facilitate easy reference to all vocational statutory provisions, and

c. avoid the possibility of amendatory conflicts between vocational references in various RCW education chapters and sections.

The resulting legislation codified as RCW 28C.04 has not been successful for several reasons. These reasons are related to internal contradictions within the Senate Select Committee on Vocational Education recommendations, incomplete administrative implementation of some of the recommendations, significant changes in the federal law concerning vocational education and unanticipated polarization of positions among the members of the governing body.

6.4.1 Contradictions

Item 1 of the committee's recommendations reaffirmed that the state is best served by comprehensive educational programs. It is contradicted by Items 2 and 9, which perpetuated vocational technical institutes whose principal identifying feature is that they are not comprehensive. Item 3 called for a clear definition of secondary and postsecondary education systems. It was contradicted by Item 9 which called for vocational technical institutes, which serve a postsecondary population, to remain in the secondary system. Items 2 and 5 recommended cooperation between existing institutions at both levels, but Items 4c and 5 anticipated considerable dispute in their emphasis on adjudication.

6.4.2 Incomplete Implementation of the Recommendations

Although Item 8 of the recommendations called for the remaining administrative functions of the Coordinating Council for Occupational Education (CCOE) not directly related to vocational education policy development to be transferred, the resulting legislation retained the operation of the Fire Service Training program by the new Commission for Vocational Education. This involves direct supervision of the program including appointment of instructors, scheduling of courses and construction of facilities. The legislation also called for the CVE to conduct compliance audits. This has been interpreted by CVE to include all of the detail of federal regulations. Additionally, a number of the functions which the statute anticipated might be transferred have not because of various complications. The administration of CETA contracts initially transferred to Employment Security has been moved back to the Commission. The administration of the Research Coordinating Unit has been retained by the Commission. The administration of the contract for monitoring schools for the Veterans Administration has remained with the Commission and, for several years, the Commission has retained 20 percent of the federal funds earmarked to serve the disadvantaged. It uses the funds set aside for contracting with both private and public educational institutions.

6.4.3 Federal Legislation

In 1976, the federal vocational act was rewritten. The amendments imposed additional requirements on the state which could not have been anticipated in the 1975 Legislature. The new requirements have tended to expand the administrative operations of the Commission for Vocational Education beyond that intended by the Legislature. As a result of the federal law, the Commission has added to its administrative staff a new unit to eliminate sex discrimination and sex stereotyping in vocational education. It carries out eight major functions specified in federal regulation. The CVE staff now monitors accountability reports required by the federal regulations. The CVE staff also monitors evaluations whose content is specified by federal regulation for all vocational programs. The CVE has had to become active in implementing a national vocational education data reporting and accounting system and, most recently, the CVE staff has had to take on the task of enforcing mandates of the Office of Civil Rights. Even the development of the State Plan for Vocational Education has become complicated beyond any possible expectation of the Senate Select Committee on Vocational Education. At the local level each institution must form a broadly representative advisory council to assist the institution with overall planning. At the state level, the State Plan Planning Committee had been formed in accordance with federal regulations. Membership includes representatives from the Council for Postsecondary Education, State Advisory Council for Vocational Education, State Board for Community College Education, Office of the Superintendent of Public Instruction, CETA administration, and an instructor, administrator and board member from the local level.

6.4.4 Polarization of the Commission

The Commission for Vocational Education consists of five members appointed by the Governor plus the Superintendent of Public Instruction and the State Director of Community College Education. The common school system and the community college system were generally supportive of the 1975 legislation creating the Commission. Under that statute, the CVE staff would have the primary function of state plan development. As noted previously, new federal legislation, as well as incomplete implementation of the Senate Select Committee recommendations, has led the Commission staff to extend their administrative involvement into the operations of vocational education. Support by the lay appointees for staff recommendations in opposition to recommendations from the Superintendent of Public Instruction or the State Director of Community Colleges, has led to increasing polarization of positions on various administrative issues. This tends to eliminate from the lay members' consideration the valuable contributions which the two agency heads could make in the deliberations of the Commission.

All in all, the several factors described above have made the current arrangement for administration of vocational education dysfunctional. Further, although the legislature anticipated that adjudication of disputes would be a major function of the Commission for Vocational Education, in the five years since its creation, CVE has not yet had to exercise that function. The offices of the State Board for Community College Education and the Superintendent of Public

Instruction have had a procedure in place since 1973 for joint review of proposed new vocational programs in the community colleges or vocational technical institutes. It was designed to assure the legislature that there would be no unnecessary duplication and it has demonstrated its usefulness in eliminating the need for adjudication by the Commission. This is not to say that there are no longer any tensions between community colleges and vocational technical institutes. In the three counties which have vocational technical institutes, there are tensions. When two institutions are serving the same clientele in response to the needs of the same set of businesses and industries, there cannot help but be a sense of competition. Although competition is encouraged in the private sector, it is not appropriate in the public sector. Competition in the public sector is at the public taxpayer's expense with no concomitant benefits accruing to the taxpayer. The competitive tension between vocational technical institutes and community colleges is intensified by the fact that they are not competing on an equal basis. Community colleges operate under a host of statutory constraints, including the requirement to charge students the tuition and operating fees mandated by the legislature. In contrast, the vocational technical institutes have virtually no statutory constraints and no legislative mandate to charge a specified tuition or operating fee. This obviously is not fair to the students who must pay differential rates for the same services depending on which type of institution they attend.

Federal law requires the State Advisory Council for Vocational Education be made up of representatives of management, labor, agriculture, economic development agencies, community colleges and other institutions of higher education, non-administrators, secondary schools, non-profit private schools, counseling services, correctional institutions, vocational teachers, superintendents, school board members, Manpower Services Council, school systems with a large concentration of disadvantaged, women knowledgeable about sex discrimination and stereotyping, physically or mentally handicapped, the general public and vocational education students. The federally-required functions of this body have been expanded to include advice on the annual and five year vocational education plans for the state, advice on policy matters relating to administration, evaluation of vocational education programs and the monitoring of evaluations, reporting to the Commissioner of Education and the National Advisory Council, identifying vocational education and employment and training needs, commenting on the reports of the state Manpower Services Council and providing technical assistance to the local level. This list of duties is not unlike what might be included under a Senate Select Committee recommendation that the Commission for Vocational Education have as its functions state plan development for vocational education. The federal regulations have also required the creation of a State Occupational Information Coordinating Committee made up of representatives from the Commission for Vocational Education, state Employment Security Department, the state Employment and Training Council and the Division of Vocational Rehabilitation. This committee employs a staff which is charged with the implementation of an occupational information system meeting the common needs for planning of vocational education programs as assisted under the federal act as well as CETA. Again, this appears to be a function which might have been anticipated as a responsibility for CVE.

It has been shown that the continuing competitive tension between community colleges and vocational technical institutes, as well as the dysfunctional condition of state level vocational education administrative arrangements, is in large part a result of the failure of the state to resolve the fundamental dilemma in vocational education. How can vocational education be both a separate entity and an integral part of educational enterprise in a state? There is another way of looking at the problem. In November 1975, Dr. Melvin L. Barlow, under contract with the U. S. Office of Education, published a manual entitled Policy Making for Vocational Education. This work was the result of a project involving vocational educators from five states as well as an advisory committee and a group of resource people, including such notables in education as Dr. John Button, DHEW regional office IX; Dr. Leon Lessinger, Dean of The School of Education, University of South Carolina; Dr. William Loomis, Director of Community College Programs in Oregon; Dr. Byrl Shoemaker, State Director of Vocational Education in Ohio; and Dr. George Brain, Dean of The School of Education, Washington State University. Dr. Barlow suggests that one of the principles of vocational education is: "Vocational education is an identifiable, integral component of quality comprehensive educational systems." Here again is the notion that vocational education is an integral part of a comprehensive system, an "identifiable" part, not necessarily a separate part.

6.5 Proposed Solution

The current status of the vocational technical institutes--adult-serving institutions administered by school districts and by a state office whose principal charge is the administration of the kindergarten through 12th grade program--clearly makes the vocational technical institutes a very separate part of education. If the state is to reflect modern education philosophy, the vocational technical institutes must be made a part of the postsecondary educational structure of the state while retaining their identity. There are two major ways to accomplish this:

1. Vocational technical institutes may be separated from their school districts as a new system in education.

2. Vocational technical institutes may be made a part of the community college system.

The first alternative is probably not practical because it would require an additional state administrative unit of some sort for overseeing and coordinating the efforts of the vocational technical institutes. It would not be economical to supervise a system of approximately 10,000 FTEs at the state level. The second alternative is expeditious, would not increase state level administrative costs and could accomplish the objective of making the VTIs an identifiable, but integral part, of the system of postsecondary education.

This action would cause additional benefits to accrue to the state in that the Commission for Vocational Education could be eliminated. This would make possible a significant reduction in the current expenditure of more than $1,000,000 per year for functions designed to impact primarily the two systems. With the vocational technical institutes a part of the community college system, there would no longer be a need for the CVE adjudication function. The coordination of the assembly of data necessary for planning is an appropriate function for the State Occupational Information Committee under federal regulations and evaluations and the monitoring of evaluations are already functions of the State Advisory Council for Vocational Education under federal regulations. That leaves only the requirement that a single state agency administer vocational funds as the last of the principal functions the Legislature set forth for the Commission for Vocational Education to perform.

There appear to be two options either of which would take care of the "single agency" function. The first would be to fully implement the delegations allowed under the federal regulations. Under federal terminology, Washington's Commission for Vocational Education is designated the State Board for Vocational Education. Section 104.33 of the federal regulations states "The State Board may delegate any of its responsibilities (except those responsibilities set forth in Section 104.32), in all or in part, to one or more appropriate agencies." Those responsibilities which cannot be delegated as specified in Section 104.32 are:

a. Coordination of the development of policy with respect to programs under the Act;
b. Coordination of the development of the Five Year State Plan, the Annual Program Plan and the Accountability Report;
c. The submission to the Commissioner of the Five Year State Plan, the Annual Program Plan and the Accountability Report;
d. Consultation with the State Advisory Council on Vocational Education and with other state agencies, councils, and individuals; and
e. Cooperation with the administrator of the National Center for Educational Statistics in the development and submission of information required for the national vocational education data reporting and accounting system.

The second option involves taking advantage of a federal law passed in 1969, PL 90-577, the Inter-governmental Cooperation Act. In essence this act allows a state to seek exemption from any federal grant program which requires a single state agency. The feasibility of applying this option is documented in Appendix N, which include a 1969 letter from Grant Venn, then Associate Commissioner for

Adult Vocational and Library Programs in the Office of Education, to Representative Lloyd Meeds, further confirmed by another letter to Representative Meeds in February of 1975. A number of possible arrangements exist for the state under this option. One, for example, would be to designate both the Superintendent of Public Instruction and the State Board for Community College Education as state vocational education offices for operational linkages with the U. S. Office of Education. The Office of Financial Management could serve as the fiscal agent for the federal funds. This would involve relatively little operational change for the two agencies because most of the State Plan for Vocational Education and the Accountability Reports are prepared in these offices for the respective systems. In addition, all of the detailed accounting for the federal funds is currently conducted by SBCCE and SPI. An action such as this would save most of the more than $1,000,000 per year currently expended for CVE operations.

The growth of vocational education in the community colleges from 16,460 FTEs in 1969 to 46,171 FTEs in 1979 is a clear indication that vocational education can thrive in the community college environment as a major integral segment of the educational offerings. The successful conversion of vocational technical institutes to community colleges is illustrated by Spokane Community College, Walla Walla Community College, Columbia Basin College, Clark College, Green River Community College and the Seattle Community Colleges. The dramatic expansion of Olympia Technical Community College demonstrates the capability of the community college system to assimilate vocational technical institutes without obscuring the institution's primary mission. On the other hand, the persistence of what some see as academic trappings of the community colleges--for example, subject matter distribution requirements for a degree, the nomenclature used and the division of the year into academic quarters--all tend to reinforce 100-year-old anxieties. It should be pointed out, however, that Prosser and Quigley foresaw the full development of the community colleges and the inclusion therein of all vocational education for adults when they said:

> "The general opinion of students of vocational education appears to be that in many states and in many local communities at the present time vocational education would function far more efficiently if it were conducted under independent state and local boards or commissions. These unsatisfactory conditions, however, they regard as a temporary phase, which in the course of time will pass. Ultimately it will be found possible for one local educational authority to provide adequately for all the training of every kind needed by all the people of the modern democracy. That blessed day will come only when American education becomes, both in practice and theory, a truly democratic agency for the adjustment of all the children of all the people and of all adult people as well, to the

changing economic and social demands of the dynamic and democratic society."[10]

By moving the five vocational technical institutes with their total enrollment of less than 10,000 FTEs into the community college system, and eliminating the Commission for Vocational Education, unmeasured emotional energy would be released for the constructive actions necessary to provide vocational education to the citizens of this state and save a major portion of the over $1,000,000 currently expended for the CVE.

6.6 Conclusion

Vocational education has survived, developed, and flourished under the vocational technical institutes and the philosophy which supported the institutes. A patient review of the history demonstrates clearly that frustration with the operating philosophy and structure of education gave rise to a separate vocational education movement. The point has been made. The basis of the frustration has disappeared. Vocational education is an essential and integral part of education today. What remains of the once necessary struggle are the detriments. Those detriments accrue to the students and to the lack of economy in the operation of a dual system of delivery and governance.

The community college system has demonstrated that the lessons offered by the vocational technical institutes have been learned well and have been incorporated into the operational and philosophical fabric of the system. If the vocational technical institutes were absorbed into the community college system, the student would not be aware of the change. The student would be served to the same end with the same efficiency of operation. The student would gain by having available greater options for personal and career development.

The economies are self-evident. Competition--financial and psychic--would disappear. Efforts now being spent to sustain an unnecessary competition at the taxpayers' expense could be constructively utilized to improve even more the services provided to students.

The Commission for Vocational Education has been a costly intermediary between the local education agencies and the state agencies--the Superintendent of Public Instruction's office and the State Board for Community College Education. This presence could be tolerated under different circumstances, but when one must consider denying educational services to students in order to support an unnecessary bureaucratic agency it is intolerable. The present dire economic situation dictates action--action which will translate into funds for services to students who may not be served at all unless clear and decisive action is taken.

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[10] Charles A. Prosser and Thos. H. Quigley, Eds. Vocational Education in a Democracy. Revised Ed. American Technical Society, Chicago, 1949, p. 240.

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COMMUNITY COLLEGE STUDY
STATE BOARD FOR COMMUNITY COLLEGE EDUCATION
1980

CHAPTER VII
OLYMPIA TECHNICAL COMMUNITY COLLEGE--ALTERNATIVE APPROACHES FOR COMPREHENSIVENESS

VII. OLYMPIA TECHNICAL COMMUNITY COLLEGE--ALTERNATIVE APPROACHES FOR COMPREHENSIVENESS

7.1 Background

The Arthur D. Little study that led to the formation of the community college system recommended that all community colleges including the then Olympia Vocational-Technical Institute (OVTI) should ultimately offer a comprehensive curriculum.[1] This would be in contrast to the vocational curriculum that had previously been offered by the institute. In addition, the Community College Act of 1967 mandated that each community college district offer a comprehensive program. However, from the time of its integration into the community college system, Olympia Technical Community College (OTCC) has been operating under a legislative understanding that it would offer only vocational programs. The understanding dates from 1970 when the State Board, authorizing acquisition of land and facilities for the new OTCC campus, pledged to review any proposed development of non-vocational courses with the legislature prior to implementation.[2] OVTI (later OTCC) has remained vocational, while Centralia College provided academic education in Thurston and Lewis Counties.

In the 1979 session, legislation was introduced that would have created an independent community college district serving Thurston County (HB 324). The key element in the argument for separation was the need to provide a comprehensive program in Thurston County. While this legislation was not enacted, the Governor requested that the community college study include a specific review of the question of comprehensiveness for OTCC. It is in this light, and because of the State Board pledge to review with the legislature proposed development of non-vocational courses at OTCC, that this topic is considered at this time.

Proponents of a comprehensive OTCC program argue that citizens of Thurston County are being deprived of the "academic" portion of a comprehensive community college curriculum unless they are willing to commute to the Centralia campus or one of the campuses in Pierce County or to enroll in evening classes or the limited program offered by Centralia College at its Olympia Education Center. While The Evergreen State College (TESC) provides educational opportunities for area residents, differences in cost, admissions criteria, and program characteristics are barriers to many students who might typically enroll in a more traditional community college academic program. Such students often require remedial, high school completion, or vocational support courses not available at The Evergreen State College. St. Martin's College, perhaps because of its relatively high tuition, has not been a higher education option for many students seeking lower division academic offerings in Thurston County.

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[1] A Policy Plan for Community College Education - The State of Washington. Arthur D. Little, Inc., Boston, Mass., 1966, p. 55

[2] Resolution of The State Board for Community College Education. January 16, 1970

Opponents of comprehensiveness at OTCC feel that curricular expansion would be detrimental to Centralia College. They feel that there is insufficient total demand in the Lewis and Thurston County areas to sustain separate academic programs at OTCC and Centralia. They believe that Centralia enrollment would drop to the point that many second-year and marginal enrollment classes would be placed in jeopardy, producing serious economic and social effects on both the college and the Centralia/Chehalis community.[3] Other concerns include the site limitations of the current OTCC campus and the need for additional capital expenditures if a full academic program were to be provided at the current campus, and potential overlap with alternative sources of education programs--particularly those offered at TESC. Some proponents of expanded vocational offerings in Thurston County feel that an effort to provide more academic studies would detract from efforts to provide new and improved vocational education programs at OTCC.

The issue, then, is whether--or to what extent--daytime academic course offerings should be provided in Thurston County, and whether they should be offered by OTCC. This study includes (a) a review of the approach District 12 has taken to serve the needs of Thurston County, (b) a review of the program offered by OTCC, (c) a review of the service area--including an assessment of need for academic transfer courses, (d) a review of the inter-relationships among the various postsecondary institutions in and around Thurston County (and the impact additional academic programs in Olympia could have on those institutions), and (e) an analysis of the principal alternate methods for providing academic programs to serve the needs of Thurston County. It is important to note that this study does not discuss the issue of separation of District 12 into two community college districts. It is the assumption of this report that service to Thurston County can be provided either within the current district structure or through separate community college districts. Consequently, the governance issue is not discussed.

7.2 Community College Comprehensiveness--The State Mandate and the District 12 Response

The Community College Act of 1967 said "that each community college district shall offer thoroughly comprehensive educational, training and service programs to meet the needs of both the communities and the students served by combining with equal emphasis . . . academic transfer courses . . . occupational education, . . . community services of an educational, cultural and recreational nature; and adult education;"[4]

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[3] Recommendations Regarding Possible Changes in the Configuration of Certain Washington Community College Districts. State Board for Community College Education, January 22, 1979

[4] The Community College Act of 1967. RCW 28.B.50.020(2)

The other 21 community college districts have responded to this "mandate" by providing comprehensive programs at each of the college campuses. However, District 12 has focused on district-wide comprehensiveness by offering a comprehensive program at the Centralia College campus, a vocational program at the OTCC campus and both academic and occupational continuing education offerings at many sites throughout the district.

District 12 maintains that this approach to providing a comprehensive program is warranted given the realities of the District 12 service area. In "A Preliminary Plan for the 1980s"--a report provided by the Board of Trustees of District 12 to the State Board in October 1979--the Board summarized its position as follows:

> "A two-campus district with a modest population poses a particularly sensitive problem in management. Student enrollment and funding levels are such that it is impossible to pay for 'two of everything.' . . . As a result, the district has only "one" of many programs, each placed on one campus or the other . . . the result is that each campus is highly specialized. But as a combination, they form a fully comprehensive district. The District 12 Board has been sensitive to the mandate to 'avoid unnecessary duplication' in meeting the need for comprehensiveness. Furthermore, allocations to the district have been insufficient to duplicate programs and still retain curricular diversity in both vocational and academic areas."[5]

Given the basic concern that there is insufficient demand to support two comprehensive community college campuses within District 12 and the legislative prohibition against academic programs at OTCC, the District 12 administration has adopted the following parameters for program development for the two campuses:

1. OTCC is responsible for the development of vocational programs within the metropolitan area of Olympia.

2. Centralia College is responsible for the development of vocational programs in Centralia and in all areas outside of the Olympia area.

3. Centralia College is responsible for all academic offerings throughout the district--both within and outside metropolitan Olympia.

4. All continuing education courses are reported under one or the other of the two campuses but the administrative responsibility rests with the District office.

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[5] A Preliminary Plan for the 1980s. Community College District 12 Board of Trustees, 1979, pp. 10, 11

Within these general guidelines the campuses have provided instructional programs to serve the needs of Thurston County.

7.2.1 Criticism of the Response

Thurston County legislators have been critical of the District 12 approach to a comprehensive program because they maintain that it results in inadequate academic service to Thurston County. They maintain that the original legislative mandate that OTCC remain vocational was primarily in response to efforts by Lewis County legislators. Similarly, the limiting provisos that have been attached to community college appropriations are also reflections of Lewis County legislative action to protect Centralia College's enrollment base in Thurston County. The District 12 Board and administration have been criticized for being overly sensitive to the needs of the Centralia campus and for not having provided the educational leadership necessary to develop a broader range of programs in Thurston County. District 12 administrative actions to implement the provisos are also criticized as being overly conservative--resulting in inappropriate limitations on OTCC. These include the way OTCC's courses are marketed to the community (emphasizing the vocational nature rather than the possible academic use of the courses) and the division of administrative responsibility for courses provided in the Olympia area.

7.2.2 Current Program at OTCC

OTCC offers a full array of community college instructional programs with the exception of academic transfer courses. These programs include:

1. Vocational preparatory programs to provide job entry skills.

2. Vocational supplementary courses for skill upgrading for people already in the job market.

3. Home and family life courses to develop home and family related skills.

In addition, several programs that are generally considered "academic" on other community college campuses are also provided at OTCC. These include a high school completion program (although the diplomas are granted through Centralia College), adult basic education courses and remedial (developmental) courses offered through the Learning Skills Center, and English as a Second Language courses. This summary of the programs offered at OTCC suggests that the institution currently offers a program that goes beyond the narrow list of vocational subjects often perceived by the public. Insofar as members of the public, potential students, high school counselors, etc., perceive the institution to be limited to vocational courses, the potential value of the OTCC programs may be lost to some. That is, the "academic" courses are available to support the learning needs of vocational students but they are also appropriate for general education students who have the desire to upgrade their learning skills or obtain high school diplomas.

A second set of courses offered by OTCC is described as vocational support by District 12. These are courses designed to support students in vocational technical programs and are often characterized as the "applied" version of many "theory" courses rather than the "abstract" version which characterizes the college transfer offering to a similar course.[6] Several examples of these types of courses were described in the District 12 report to the State Board in October 1979. One of the examples is Economics--OTCC students are offered an Applied Economics course more closely related to marketing and business, rather than the more abstract sequence of economics courses which are equivalent to those taught freshmen and sophomore students transferring to a university. A more complete summary of these vocational "support" courses is summarized on Table VII-1.

TABLE VII-1: VOCATIONAL SUPPORT COURSES AT OTCC
FALL 1979

Course	Course No.	Credits
Business & Office:		
Business Principles	181	5
Business Law I	171	5
Business Law II	172	5
Social Science:		
Applied Psychology	101	5
Principles of Sociology	102	5
Microeconomics	103	5
Macroeconomics	203	5
Marriage & Family	146	5
Human Growth & Development	147	5
Data Processing:		
Intro to Prin. Data Proc.	109	4
Science:		
Chemistry	101	5
Technical Physics	201	5
Math:		
Adv. Algebra/Trig.	113	5
Applied Calculus	124	5
Statistics	232	5
Communications:		
Composition	111	3
Speech	119	5
Newswriting & Reporting	133	5
Humanities:		
Humanities	101	5

Source: District 12

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[6] A Preliminary Plan for the 1980s. Community College District 12 Board of Trustees, 1979, p. 2

While it is clear that the courses outlined above provide support for vocational programs, their value to students may go beyond simply supporting the vocational programs. Students interested in academic courses may find value in these courses; indeed, as noted below, many of the credits related to these courses are transferable to four-year colleges and universities. The question is: Should these courses be described--and marketed--as academic or vocational courses? While it is apparent that District 12's decision to describe them as vocational is consistent with a strict interpretation of legislative provisos limiting OTCC program offerings to vocational only, it is also clear that non-vocational students could benefit from these courses. Therefore, District 12 should consider making known the nature of these offerings to members of the public who are interested in academic courses.

Limited vocational/academic courses that are available to the technical students at OTCC are the result of the strict limitations established by District 12 on the type of courses available at OTCC. Perhaps it would be better if the breadth of courses available to students were to evolve from a judgment as to the value of additional courses versus their cost. There is no question that many of the "vocational" students who enroll at OTCC would be interested and could benefit from a broader range of courses than is available at the OTCC campus. Whether these courses would be termed academic or vocational is not of interest to students. Their concern is that as full a range of support courses be available as can be economically justified.

7.2.3 Transferability of Credit

Some students, high school counselors, and Thurston County legislators have complained that because District 12 strictly limits OTCC to vocational courses, individual credits taken by OTCC students are not transferable to four-year institutions. They maintain that if some of the courses were described as academic (as they may be so described on other campuses), then the courses would transfer. This problem applies to transfers of individual courses. TESC and Fairhaven (WWU) have agreed to accept the Associate of Technical Arts degree as evidence of junior standing as part of their "upsidedown" degree programs.

Review of the transfer experience for OTCC courses suggests this concern of high school counselors and students is not totally founded. Some Washington state public four-year institutions do recognize credit from several OTCC courses as being transferable. Some institutions transfer credit based on a course-by-course review with the individual student, while others have developed transfer agreements with OTCC. The following matrix (Table VII-2) summarizes transfer agreements with the four-year institutions.

TABLE VII-2: OLYMPIA TECHNICAL COMMUNITY COLLEGE TRANSFER COURSE ANALYSIS

Course	No.	Credit	WWU	CWU	EWU	WSU	U of W	TESC	St. Martin's	PLU	UPS	SU
Acct Fundamentals I	131	5	#	#	#	#	#	#	#	#	#	#
Acct Fundamentals II	132	5	#	#	#	#	#	#	#	#	#	#
Cost Accounting	140	5		#	#	#		#	#		#	
Income Tax	210	5		#				#	#		#	
Intermediate Acct I	231	5		X				X	X		X	
Intermediate Acct II	232	5		X				X	X		X	
Governmental Acct	235	5	X	X	X	X	X	X	X	X	X	X
Payroll Acct/Bus Tax	239	5		X				X	X		X	
Auditing	240	5		X				X	X			
Shorthand I	111	5		X	X							
Shorthand II	112	5		X	X							
Shorthand III	113	5		X	X							
Typing I	120	3		X	X							
Typing II	121	3		X	X							
Typing III	122	3		X	X							
Practical Acct Lab	131	3		#			#					
Shorthand Transcript I	140	3		#								
Shorthand Transcript II	141	3		#								
Electric Typewriters -BMM	150	12		#								
Office Machines	151	3		#								
Business Law I	171	5	X	#	#	X	X	#	#	X	#	
Business Law II	172	5	X	#	#	#	X	#	#	#	#	
Business Principles	181	5	X	X	X	X	X	X	X	X	X	X
Legal Dict/Transcript I	212	4		#								
Legal Dict/Transcript II	213	4		#								
Intro to Data Process	109	4	#	#	#	#	X	#	#	#	#	
Intro to RPG Prog	141	5		#								
COBOL Programming	151	7	X	X	X	X	X	X	X	X	X	
Assembler Prog Lang	241	7		#								
Engineering Drawing I	101	7	X	X	X	#	X	X	X	#		
Engineering Drawing II	102	5	X	X	X	#	X	X	X	#		
Surveying I	111	2				X				#		
Surveying II	112	5				X				#		
Surveying III	113	3				X				#		

- Evidence shows that course has transferred as an equivalent course.
- Evidence shows that course has transferred as X credit (lower division credit, not specific course credit).

urce: Olympia Technical Community College

TABLE VII-2: OLYMPIA TECHNICAL COMMUNITY COLLEGE TRANSFER COURSE ANALYSIS (Cont.)

Course	No.	Credit	WWU	CWU	EWU	WSU	U of W	TESC	St. Martin's	PLU	UPS	SU
Advanced Vocabulary	103	3					X					
Composition	111	3	#	#	#	#	#	#	#	#	#	#
Speech	119	5	#	#	#	#	#	#	#	#	#	#
Tech Report Writing	120	3	#				#					
Newswriting/Reporting I	131	5	#	#			X					
Newswriting/Reporting II	132	5		#			X					
Newswriting/Reporting III	133	5	#	#	#	#	X	#	#	#	#	#
Occupat'l Chemistry	101	5	X	X	X	X		X	X	X	X	X
Technical Chemistry	105	5		#			#					
Intro to Science & Tech	101	5	X									
Tech Physics	201	5	X	X	X	X	X	X	X	X	X	X
Intermediate Algebra	112	5		#								
Advanced Algebra/Trig	113	5	#	#	#	#	#	#	#	#	#	#
Applied Calculus	124	5	#	#	#	#	#	#	#	#	#	#
Statistics	232	5	#	#	#	#	#	#	#	#	#	#
Fortran	234	3					X					
Finite Math	235	3	X				X					
Principles of Marketing	190	5	X	X	X	X		X	X	X	X	
Anatomy and Physiology	106	5	X	X	X	X		X	X	X	X	X
History of Fashion	111	5					#				#	
Textiles	210	5									#	
Humanities	101	5	X	X	X	X	X	X	X	X	X	X
Applied Psychology	101	5	#	#	#	#	#	#	#	#	#	#
Principles of Sociology	102	5	#	#	#	#	#	#	#	#	#	#
Microeconomics	103	5	#	#	#	#	#	#	#	#	#	#
Marriage and Family	146	5	X	X	X	X	X	X	X	X	X	X
Human Growth & Dev	147	5	X	X	X	X	X	X	X	X	X	X
Macroeconomics	203	5	#	#	#	#	#	#	#	#	#	#

# - Evidence shows that course has transferred as an equivalent course.
X - Evidence shows that course has transferred as X credit (lower division credit, not specific course credit).

Source: Olympia Technical Community College

Transferability of credit is normally determined through conversations between staff at the two institutions involved. It is based, in the final analysis, upon the judgment of the four-year institution as to the value of a particular course and how it should transfer into their institution. To maximize the transfer option for students taking courses at OTCC, it is appropriate that OTCC staff continue to negotiate transfer agreements with the four-year institutions.

It is clear that, despite the vocational orientation of OTCC, some of its students intend to and do, in fact, transfer to four-year institutions. For example, the following (Table VII-3) summarizes the number of Evergreen State College students who previously attended OTCC. While the numbers of students do not approach the magnitude of transfers occurring from other comprehensive community colleges, a number of OTCC students do go on to four-year institutions.

TABLE VII-3: OTCC TRANSFERS TO THE EVERGREEN STATE COLLEGE

	1977-78	1978-79	1979-80
OTCC Students Transferring	92	66	105

Source: TESC Registrar's Office

(NOTE: While the OTCC enrollment reports do not indicate any students enrolling with the intent (student major) of "academic transfer" this reflects the OTCC position that students enrolled are, by definition, not academic students. It does not indicate whether or not any students have transfer intentions when they enroll at OTCC.)

7.2.4 Lack of Academic Transfer Program

The summary of OTCC programs suggests that all the elements of a comprehensive community college program, with the exception of an academic transfer program, are offered and while there are elements of an academic program available, the actual core academic transfer program that is typical of comprehensive community colleges is not available at OTCC. With facility and other resource limitations, the question arises: What courses would have to be offered to provide a core academic transfer program?

The Inter-College Relations Commission has developed basic criteria for a transferable associate degree. These include the following:

1. Be issued only to students who have earned a cumulative Grade Point Average of at least 2.0;

2. Ninety quarter hours of transferable credit including:

   a. A minimum of 60 quarter hours reasonably distributed among and within the areas of:

      1. Communication skills
      2. Humanities
      3. Math/Natural Sciences
      4. Social Sciences

      A list of specific course alternatives which satisfy these distribution requirements should be prescribed and published.

   b. A minimum of an additional 30 quarter hours of college level courses, of which a maximum 15 credits may be in normally non-transferable courses as approved at the discretion of the community college for the associate degree. Such courses are then fully transferable to four-year schools.[7]

Most community colleges build on this basic outline in the development of their individual academic course offerings. The set of academic courses that fulfills the "distribution requirements" is an important benchmark in considering the provision of improved academic services to Thurston County. While the range of courses offered will vary according to the size of the institution, high school counselors in Thurston County suggest that the distribution requirements should guide the development of a minimum set of courses that should be available to local students in the Olympia area. A comparison between this list and the "vocational support" courses currently available at OTCC suggests that additional courses would need to be offered. This does not foreclose a more limited set of offerings similar to those currently being offered at the Olympia Education Center by Centralia College. The issue is one of cost/benefit between the need to provide transfer programs and the economic realities of the cost of providing such programs.

7.2.5 The Olympia Education Center

District 12 responded to the increasing concern about the need for daytime academic classes in the Olympia area by establishing the Olympia Education Center in the Fall of 1979. This center, located at 3700 Martin Way, is administered by Centralia College. Academic courses were offered in an extension "storefront" manner using three full-time Centralia faculty members and five part-time faculty members. Table VII-4 summarizes the courses offered--and their enrollments--for the 1979-80 academic year.

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[7] Recommended Guidelines for Inter-institutional Agreements, Inter-College Relations Commission. November 1978

TABLE VII-4: DAY CLASSES OFFERED AT OLYMPIA EDUCATION CENTER
1979 - 1980

Fall Qrtr.		No. Enrolled	Total Credits	Total FTE Faculty
BIOL 105	Survey Biological Science	8	40	.50
ENGL 101	Composition	9	27	.20
GERM 101	Elementary	4	20	.25
HIST 103	Western Civilization	8	40	.33
MATH 103	Intermediate Algebra	4	20	.33
SPEE 101	Public Speaking	6	18	.20
			11.0 FTE	1.81

Student Faculty Ratio = 6:1
Total of 6 classes taught (20 students total).

Winter Qrtr.

ART 105	Appreciation	10	50	.33
ECON 201	Introduction	14	70	.33
ENGL 102	Composition	6	18	.20
ENGL 108	Intro. to Literature	3	9	.20
GERM 102	Elementary	4	20	.25
HIST 104	Western Civilization	10	50	.33
MATH 103	Intermediate Algebra	5	25	.33
MATH 111	Plane Trig	5	25	.33
SPEE 101	Public Speaking	7	21	.20
			19.20 FTE	2.50

Student Faculty Ratio = 8:1
Total of 9 classes taught (26 students total).

Spring Qrtr.

ENGL 101	Composition	6	18	.20
ENGL 103	Composition	5	15	.20
ECON 202	Principles	7	35	.33
GERM 103	Elementary	4	20	.25
HIST 105	Western Civilization	16	80	.33
MATH 100	Applied Algebra	1	5	.10
MATH 103	Intermediate Algebra	1	5	.10
MATH 108	Int Problems/Statistics	11	55	.20
MATH 120	Pre-calculus	3	15	.20
PSYC 101	General Psychology	12	60	.33
			20.53 FTE	2.24

Student Faculty Ratio = 9:1
Total of 10 classes taught (34 students total).

Source: SBCCE, MIS-2 Reports (CS-021)
Centralia College

Table VII-4 indicates that many of the courses had low enrollments. This reflects the Centralia College decision to provide these academic courses in Olympia on an introductory basis even if the courses did not enroll a sufficient number of students to "make" on the Centralia campus. Because of this decision only three classes were cancelled fall quarter, none were cancelled winter quarter and two courses were cancelled spring quarter.

A review of the characteristics of the students that enrolled at the Olympia Education Center indicates that 25 students enrolled on a full-time basis at the Olympia Education Center only, another 25 enrolled on a full-time basis at the Olympia Education Center and in courses taught elsewhere in District 12, and 29 students enrolled on a part-time basis. (All data are duplicated enrollments for fall, winter and spring quarters.)[8] Women represented approximately two-thirds of the enrollments for the three quarters. The Center attracted students in a broad spectrum of ages--the biggest single group (17)--being in the 18-20-year-old category (33 percent of the total yearly unduplicated headcount enrollment of 51). The balance of the students were spread throughout the older age groups. Most of the students had academic transfer objectives (25 of 51). The second biggest group was general studies (degree) students (13 students).

District 12 plans to increase the number of courses available at the Olympia Education Center for the 1980-81 school year. Appendix I summarizes the courses that were offered in 1979-80, will be offered in 1980-81, or both, that can be applied to the distribution requirements for a transfer degree.

7.2.6 Summary

Because difficulties in finding space in Olympia delayed its establishment, the academic courses offered through the Olympia Education Center were not well publicized in the Olympia area prior to fall 1979. This may partially account for the low enrollment during the first year of its operation. High school counselors also suggested that the lack of support facilities such as a student center, library, and P. E. facilities and the general lack of a campus atmosphere contributed to the fact that the Olympia Education Center did not enroll substantial numbers of recent high school graduates.

While District 12 has demonstrated a commitment to the Olympia program by continuing to offer courses that enroll few students it is imperative that the program grow to the magnitude that it can be offered on a more economic basis. State funding levels assume much larger class sizes and the continuing availability of small classes in Olympia is made possible by the diversion of funds from other areas within District 12.

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[8] Olympia Education Center Report, Centralia College. 1980

The lease of the facility at 3700 Martin Way expires in June 1981. A review of the program at that time should include consideration of its continuation as a storefront operation or relocation to a campus location in the Olympia area. Some of the consequences of these possibilities are discussed in the "alternatives" section beginning on page VII-30 of this report.

7.3 Assessment of Need for Academic Programs in Thurston County

A question central to this study is the level of need for community college academic programs in Thurston County. Need can be judged in a variety of ways. Thurston County legislators have received inquiries from constituents concerning the availability of a daytime academic program in Thurston County. Those legislators sense a need for such a program and maintain that it is appropriate that the services be offered. High school counselors in the five Olympia area high schools also feel that there is a need for academic programs in Olympia. They base this assessment on the contact they have with high school seniors and the considerations those students weigh when deciding whether to go on to postsecondary education and, if so, to what institution. Tadlock Associates, after a review of the district population and enrollment characteristics, concluded " . . . that the burgeoning population of the northern county is not being well served . . . "[9] This study includes (a) a review of population, social, cultural and economic changes that have occurred in Thurston County since the original legislative mandate limiting the OTCC program to vocational courses, and (b) a review of the enrollment patterns of Lewis and Thurston County residents--patterns both between two-year and four-year institutions and by age group within the community colleges.

7.3.1 Changing Community Needs

An assessment of the need for academic programs in the Olympia area--and specifically the need for a comprehensive program at OTCC--must first consider the basic rationale for the current configuration of District 12 community college programs and the vocational-only mandate for OTCC. At the time OTCC came into the community college system, several factors motivated the limitations placed on its curricular development:

1. The overall population of Lewis and Thurston Counties was considered to be of insufficient size to sustain two totally comprehensive community college programs--one in Olympia and one in Centralia.

2. The distribution of population between the two counties was more equal than it is at the present time.

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[9] Master Plan Recommendations for Organizations. Tadlock Associates, Inc. 1979. p. 32

3. Centralia College, with a complement of physical facilities and a faculty prepared to offer an academic transfer program, was already in place. Centralia and Chehalis opinion leaders--and Lewis County legislators--were concerned that the development of academic programs in Olympia would be damaging to the enrollments at Centralia College. They feared that this would result in a reduction of course offerings at Centralia College with substantial negative educational, social and economic consequences resulting.

4. The cost of commuting was such that a 25-30 mile commute from the Olympia area to the Centralia campus was considered reasonable.

5. Centralia College had developed a tradition of providing academic community college services to high school graduates in the Olympia-Lacey-Tumwater area.

In the ten years since the establishment of the limits on academic development at OTCC, many population, economic, social and cultural changes have occurred in the Lewis and Thurston County area. These changes affect the need for academic programs in the Olympia area and should be considered in reviewing the mandate limiting OTCC to a vocational curriculum.

7.3.2 Population

Table VII-5 summarizes the population growth that Lewis and Thurston counties have experienced since 1970 and the growth projected through 1985. The much higher growth rates experienced by Thurston County have caused a noticeable shift in the balance of population between the two counties.

TABLE VII-5: POPULATION CHANGES
IN LEWIS AND THURSTON COUNTIES
1970-1985

	1970	1979	Growth	%	1985	Growth	%
Lewis Cty.	45,467	52,400	6,933	15.3	61,199	8,799	16.8
Thurston Cty.	76,894	111,100	34,206	44.4	145,100	34,000	30.6
TOTAL	122,361	163,500	41,139	33.6	206,299	42,799	26.2

Source: OFM Population Studies

Table VII-6 indicates that the proportion of the two-district population residing in Thurston County will increase from the 63 percent in 1970 to approximately 70 percent in 1985.

TABLE VII-6: PROPORTION OF DISTRICT 12 POPULATION IN LEWIS AND THURSTON COUNTIES

	1970	1979	1985
Lewis	37.0%	32.0%	29.7%
Thurston	63.0%	68.0%	70.3%

Source: OFM Population Studies

With a 1979 population of 111,100, Thurston County is the largest county in the state that does not contain a comprehensive community college. Only six counties are larger than Thurston, and ten counties smaller than Thurston County contain comprehensive community colleges.

In reviewing the need for community college programs, it is important to look beyond the total population statistics to the patterns of growth within specific age and sex categories. Community college programs over the last ten years have experienced widely varying rates of growth in various population sub-categories. Older adults and women of all ages generated major growth in community college enrollments and these groups are growing faster in Thurston than Lewis County. For example, women 18 years of age and older increased during the 1970s by 17,875 (61 percent) in Thurston County. The growth rate for women was much slower in Lewis County--4,694 (30 percent).[10] These are significant differences when you consider that women represent one of the major community college growth populations.

In 1980, 39.2 percent of the families in Thurston County had more than one wage earner, whereas 25 percent of the families in Lewis County had a second wage earner. Because Thurston County has a higher level of secondary wage earners (which are primarily women), this could indicate a higher potential demand for services for older, often married, women. Thurston County also has a much higher proportion of divorced persons than has Lewis County. These factors suggest that women returning to college for purposes of job training, retraining, and social integration will continue to be a major community college growth population in Thurston County.

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[10] OFM Population Estimates and Forecasts

7.3.3 Economic Base and Employment

The economic base and patterns of employment in the two counties have also changed dramatically since 1970. Table VII-7 summarizes the distribution of employment in the major occupational categories. It indicates that Thurston County has experienced substantial growth in the white collar area with reductions in the unskilled and semi-skilled categories. Between 1970 and 1980, the proportion of Thurston County workers in white collar occupations increased from 27.4 percent to 43.1 percent; in Lewis County the corresponding change was from 17.5 percent to 22.4 percent.

TABLE VII-7: EMPLOYMENT PATTERNS IN LEWIS AND THURSTON COUNTIES BETWEEN 1970 AND 1980

	Thurston		Lewis	
Occupational Group	1970	1980	1970	1980
White Collar	27.4%	43.1%	17.5%	22.4%
Clerical	16.5	8.6	7.9	4.7
Skilled	9.5	16.7	11.3	17.7
Semi- & Unskilled	21.0	11.0	23.1	26.1
Ag./Fish.	3.6	2.4	4.5	2.6
Retired	21.1	11.5	33.0	19.3
Other	0.9	6.7	2.7	7.2

Source: 1970 data derived from U. S. Census publications
1980 data derived from Statistical Services, Inc.

Substantial increases in white collar employment (primarily in state government and service categories) suggest an expansion of the need for vocational and academic community college programs in Thurston County. (An increasing number of Washington State Department of Personnel occupational specifications require associate degrees or selected academic course work as alternatives to employment experience.)

7.3.4 High School Enrollment Patterns

Another indicator of the population's demand for postsecondary education is the proportion of high school graduates that enroll in higher education. Table VII-8 summarizes the state average and the Lewis, Thurston, and Mason County succession rates in both two- and four-year institutions for 1979. (Succession rates are defined as the percentage of high school graduates that enrolled in a higher education institution the following fall. For purposes of this analysis the community college rates relate to day/academic enrollments.) These data indicate that on a combined two-year and four-year basis, the Thurston County rates are higher than those of Lewis. When we

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look at the community college succession rates alone, Thurston County (11 percent) compares favorably with the statewide rate of 10.5 percent, although both are less than the 16.1 percent rate posted for Lewis County high school graduates in 1979. Mason County has a substantially lower proportion of high school graduates proceeding to either two-year or four-year institutions (combined rate 13.5 percent).

TABLE VII-8: PERCENTAGE OF HIGH SCHOOL GRADUATES BY SELECTED COUNTIES ATTENDING STATE FOUR-YEAR INSTITUTIONS AND DAY ACADEMIC PROGRAMS IN WASHINGTON COMMUNITY COLLEGES IN 1979

County of High School	Community College	4-Year Instit.	Total
Lewis	16.1%	6.5%	22.6%
Mason	3.8	9.7	13.5
Thurston	11.1	17.0	28.0
State Total	10.5	17.1	27.6

Source: SBCCE MIS-1, OFM HEEP Reports, High School Enrollment Reports (SPI)

Table VII-9 shows the proportion of Lewis and Thurston County high school graduates that attended Centralia College and all other community colleges and the percentage of Mason County high school graduates that attended Olympic College and all other community colleges. While it is clear that a larger proportion of Lewis County high school graduates attend Centralia College than do Thurston County high school graduates, the combined succession rates for each county are above the statewide average. This suggests that the high school graduates of both counties are being reasonably served by various community colleges.

TABLE VII-9: PERCENTAGE OF HIGH SCHOOL GRADUATES ATTENDING DAY ACADEMIC COURSES AT CENTRALIA COLLEGE, OLYMPIC COLLEGE, & ALL OTHER WASHINGTON COMMUNITY COLLEGES

County of High School	Centralia	All Other Community Colleges
Thurston	5.8%	5.2%
Lewis	14.3	1.9
County of High School	Olympic	All Other Community Colleges
Mason	0%	3.8%

Source: High School Enrollment Reports (SPI) and SBCCE MIS-1

NOTE: The Tadlock report for District 12 reviewed similar high school enrollment data over different time periods (comparing 1972 with 1977 experience). The report, noting that the high school succession rate declined during that time period, reached different conclusions about the adequacy of service to local high school students: "This raises a serious question regarding the district's current program in meeting the needs of or effectively marketing programs to high school graduates from Thurston County."[11]

Table VII-10 summarizes the projected high school graduates by county. This reinforces the differential rate of population growth referred to above and substantiates that there will be an increasing need for academic courses in Thurston County during the next ten years.

TABLE VII-10: HIGH SCHOOL GRADUATES BY SELECTED COUNTIES
1970 - 1985

	Actual		Estimated	
County	1970	1975	1980	1985
Mason	320	316	340	331
Lewis	776	773	819	781
Thurston	1,253	1,440	1,521	1,700

Source: Estimated values are derived using SPI forecasted High School Seniors for Fall of each year by district and applying mean values of "Fall to Spring Graduation" Survivorship Ratios by county, 1974 to 1979.

7.3.5 Enrollment Patterns of Older Students

The rates of enrollment for specific age and sex groups should also be considered when reviewing demand for day academic programs. Table VII-11 displays the participation rates of the population enrolled in day, academic programs by county of residence. (Participation rates are defined as the proportion of a given segment of the population that is enrolled in a day, academic program at a community college.) These data indicate that for men, the primary difference between Lewis and Thurston counties is the rate in the "less than 20" age category. Generally, participation rates for men in both counties exceed the state average. The participation rates for women, on the other hand, are not only much lower in Thurston County than Lewis, but also below the state average. This suggests that women are underserved in Thurston County and represent a probable unmet demand for academic day classes.

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[11] Master Plan Recommendations for Organizations. Tadlock Associates, Inc. January 1979

A possible explanation for this is the inconvenience of commuting to neighboring communities for classes. The enrollment patterns of the Olympia Education Center in 1979-80 suggest that it served primarily this group of students. The low participation rates for women suggest a market for academic courses such as those offered by the Center.

Participation rates for Mason County are substantially lower for both men and women. This probably results from a lack of readily accessible day academic courses and suggests that Mason County also represents an area of unmet demand.

TABLE VII-11: PROPORTION OF POPULATION ENROLLED IN DAY ACADEMIC PROGRAMS BY COUNTY OF RESIDENCE--RATES PER 1,000 PERSONS
1979

	Lewis	Mason	Thurston	State Total
MALE				
Age Category				
<20	67	5	37	41
20-29	20	6	17	15
30-59	3	1	11	4
60+	1	2	2	1
FEMALE				
Age Category				
<20	72	10	32	42
20-29	21	7	11	14
30-59	10	3	4	8
60+	3	2	<1	3

Source: Community College MIS data and OFM Population Reports

7.3.6 Commuting Expense

A major economic factor that has changed dramatically since the implementation of the curriculum limitation at OTCC is the price of gasoline and the general expense of commuting. Increasingly, this raises questions about the assumption that it is appropriate for Thurston County residents to commute to Centralia or Ft. Steilacoom for academic classes. The high school counselors in the Olympia area all mention that the price of gasoline is becoming a factor in student choices. They indicate that car pooling--and the availability of bus service to Centralia--have allowed many students to continue to commute. However, they indicate that if gasoline costs continue to rise, more and more students will find that it is not economically feasible to drive the fifty to sixty miles a day required to commute to Centralia.

Several high school counselors specifically mention the availability of bus service between Centralia and Olympia as a great benefit to students. Appendix J of this report summarizes the frequency of runs, costs and rates of utilization for the bus service that District 12 provides between Lacey, Olympia, Tumwater and Centralia College.

7.3.7 Public Opinion Survey--Community Values

The statewide public opinion survey commissioned for the community college study included a representative sample of the Lewis and Thurston County population. (The study results are available in the office of the State Board for Community College Education for public review.) The study indicated some differences in values between the populations of the two counties. For example, 73 percent of Thurston County's respondents and 73 percent of Lewis County's respondents thought that academic transfer programs are much needed by their respective communities. However, when asked how well they felt these programs were being performed, 24.2 percent of the Lewis County respondents felt that academic transfer programs were performed at a very high level, whereas only 14.3 percent of those surveyed in Thurston County thought that academic programs were performed at the highest level. This compares to 17.2 percent for the entire state.

Lewis County residents also exhibited a greater appreciation for "community service" by community colleges in inter-collegiate sports, academic transfer programs, cultural grants and library services than did residents of Thurston County. This suggests that Centralia College plays a larger role and has a greater institutional identity in the Centralia area than does either Centralia or OTCC in the Olympia area. This may be partially explained by the larger population base and the availability of four-year colleges in the Olympia area. However, it also suggests that perhaps the institutional visibility of the community colleges in the Olympia area could be improved. (The statewide proportion who felt a high sense of community service was also higher than that experienced by Thurston County residents.)

7.3.8 Student Migration Patterns--Thurston County

Analysis of community college attendance patterns of Thurston County residents is provided in Table VII-12.

TABLE VII-12: THURSTON COUNTY ENROLLMENTS
AT SELECTED COMMUNITY COLLEGES
FALL QUARTERS 1978 & 1979

	Headcount						FTEs		
College of Attendance	Full-Time Students	Change from 1978 #	Change from 1978 %	Day on Campus Enroll-ments	Change from 1978 #	Change from 1978 %	1979 FTEs	Change from 1978 #	Change from 1978 %
Ft. Steilacoom	201	31	18.24%	193	13	7.22%	216	29	15.51%
OTCC	709	114	19.16	954	241	33.80	1,414	273	23.93
Centralia	508	111	27.96	377	(11)	(2.84)	854	127	17.47

Source: Community College MIS

Table VII-12 describes the distribution of Thurston County residents enrolled on a full-time basis at Ft. Steilacoom Community College, OTCC and Centralia College for Fall 1978 and Fall 1979 and indicates that there was growth at all three institutions. The two District 12 institutions enrolled over 85 percent of the total. A review of the day-on-campus (D-O-C) enrollments indicates that they increased at OTCC (+33.8 percent) and Ft. Steilacoom (+7.2 percent), while they decreased at Centralia College, (-2.8 percent). (Normally, day-on-campus students are full-time students; however, the major difference between day-on-campus and full-time student experience at Centralia College was the large number of full-time Southeast Asian refugees enrolled by Centralia in the Olympia area--at a non-campus location.) The total Thurston County D-O-C enrollments at Centralia remains significant and represents a substantial portion of the total Centralia day-on-campus enrollments (26.6 percent).

Table VII-13 summarizes the characteristics of day-on-campus students residing in Thurston County and attending Centralia College or Ft. Steilacoom Community College.

TABLE VII-13: CHARACTERISTICS OF DAY-ON-CAMPUS STUDENTS RESIDING IN THURSTON COUNTY WHO ATTEND CENTRALIA OR FT. STEILACOOM COMMUNITY COLLEGES
FALL 1979

Age Category	Full-Time	Part-Time	Total	Male	Female	Acad.	Voc.	Unknown
Attending Centralia								
20 & Under	200	11	211	107	104	168	40	3
21 - 29	81	14	95	55	40	67	27	1
30 - 59	26	21	47	14	33	19	28	-
60 Plus	-	1	1	-	1	-	-	1
TOTALS	307	47	354	176	178	254	95	5
	86.72%	13.28%		49.72%	50.28%	71.75%	26.84%	1.41%
Attending Ft. Steilacoom								
20 & Under	128	1	129	59	70	83	43	3
21 - 29	39	10	49	29	20	25	23	1
30 - 59	14	3	17	7	10	11	5	1
60 Plus	-	-	-	-	-	-	-	-
TOTALS	181	14	195	95	100	119	71	5
	92.82%	7.18%		48.72%	51.28%	61.03%	36.41%	2.56%

Source: Community College MIS

It is clear that large proportions of the students commuting to Centralia and Ft. Steilacoom have academic interests (72 percent at Centralia, 61 percent at Ft. Steilacoom) and are under 21 (60 percent at Centralia, 66 percent at Ft. Steilacoom). This table suggests that the students who are at issue in the question of academic programs in Thurston County are primarily recent high school graduates. The needs and preferences of this group of students should weigh heavily on decisions about the kinds of services that should be provided if additional academic programs are to be established in Thurston County. It also suggests that the potential older Thurston County students who might typically be enrolled part-time in academic programs in other community colleges are left unserved by the lack of a readily-accessible academic program. (In fact, the Olympia Education Center did enroll some of these students in 1979-80.)

Table VII-14 describes the geographic source within the Lacey, Olympia, Tumwater area of academic day-on-campus enrollments at Centralia and Ft. Steilacoom. The enrollment pattern suggests that geographic proximity plays a role in student choices. For example, there is a higher proportion of total enrollments attending Ft. Steilacoom from the Northeastern part of the metropolitan area (Lacey and Olympia) than there is from the Southwestern areas (West Olympia and Tumwater). This bears out the opinion of the high school counselors that commuting time and distance (and the related gasoline expense) have a major bearing on the choices that high school students make in enrolling on one campus or the other.

TABLE VII-14: GEOGRAPHIC SOURCE OF ACADEMIC
DAY-ON-CAMPUS ENROLLMENTS - DISTRICT 12
FALL 1979

Zip Code	Zip Area	Ft. Steilacoom	Centralia
98501	Olympia/Tumwater	27	47
98502	West Olympia/Tumwater	12	80
98503	Lacey and Vicinity	53	40
98504	Washington State Agencies	-	1
98505	The Evergreen State College	-	-
98506	Lacey and Eastern Olympia	24	21
98507	Main Post Office Boxes	-	7
		116	196

Source: Community College MIS

7.3.9 Shelton Enrollment Patterns

Legislators representing Mason County support the development of academic community college programs in the Olympia area. They base this on the contention that while Olympic College provides an excellent extension program in Shelton, that program is primarily geared to the needs of part-time adult students. On the other hand, they cite a need for daytime academic programs that would serve the full-time needs of those residents of Shelton who do not choose to commute to Olympic College because of the distance, expense and driving difficulties experienced during the winter months. (Shelton is 37 miles from Bremerton, 21 miles from Olympia and 41 miles from Centralia.) Those legislators contend that a convenient location for community college academic programs in Olympia would allow Shelton students to avail themselves of the opportunities--and it would not affect enrollments at Olympic College appreciably. The following summary of student enrollment patterns suggests that Shelton residents do not generally drive to the Olympic campus and enroll on a full-time basis.

TABLE VII-15: PROFILE OF SHELTON STUDENTS ATTENDING
SELECTED COMMUNITY COLLEGES
FALL 1979

College Attending	Full-Time	Part-Time	Total	Day-On-Campus Courses				FTEs
				Acad	Voc.	Unknown	Total	
Olympic	33	310	343	10	10	-	20	83.671
Centralia	2	47	49	1	2	-	3	9.566
Ft. Steil.	4	2	6	1	3	1	5	5.198
OTCC	43	96	139	-	52	-	52	70.424
	82	455	537	12	67	1	80	168.859

Source: SBCCE MIS-1 & 2

The lack of accessible day-on-campus academic courses may contribute to the fact that the proportion of high school graduates in Mason County who attended a community college academic day program in 1979 is low (3.8 percent)--substantially below the state average. The need becomes more pronounced when the enrollment of Shelton residents at four-year institutions is compared. Only a minimal number of Shelton residents enrolled at The Evergreen State College in 1979--the only state-supported four-year institution within commuting distance of Shelton. Furthermore, the overall proportion of Mason County high school graduates that enroll in public four-year institutions is 10 percent--considerably below the statewide average of 17 percent.[12] The lack of academic postsecondary education options for Shelton residents suggests that their needs should be considered when reviewing the need for academic transfer programs in Thurston County.

7.3.10 Summary of Student Migration Patterns

A review of the community college student migration patterns within Thurston and South Mason counties for the last three years leads to the following conclusions:

1. District 12 serves a large proportion of Thurston County residents who attend community colleges.

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[12] Calculated from High School Enrollment reports provided by the Superintendent of Public Instruction's office and four-year college and university reports provided by the Office of Financial Management

2. A significant number of Thurston County residents (312) commute to either Centralia or Ft. Steilacoom for daytime academic courses.

3. Those students that commute are primarily recent high school graduates in the 18-20 year age category.

4. While Thurston County residents enrolled as day on campus at Centralia have declined in the last three years, they still represent a substantial proportion of the total Centralia day-on-campus enrollments (26.6 percent).

5. Few Shelton residents enroll in day-on-campus academic courses at any community college (10 at Olympic, 1 at Centralia).

7.4 Inter-relationships with Other Postsecondary Institutions

A major element in the consideration of academic transfer programs in Thurston County is a review of the impact such action may have on the other institutions serving Thurston County residents. The most significant impact would be on the day-on-campus academic enrollments at Centralia College. As noted in the introduction of this report, opponents suggest that increased programs in Thurston County would have substantial detrimental impact on the academic courses offered by Centralia. This study will review that concern and consider potential impact on Ft. Steilacoom Community College, Olympic College, The Evergreen State College and St. Martin's College as well.

7.4.1 Impact on Centralia College

The District 12 administration is concerned that there is insufficient total demand in the Lewis and Thurston County areas to sustain two academic transfer programs--one in Olympia and one in Centralia. They feel that many daytime academic courses offered on the campus at Centralia are heavily reliant upon Thurston County residents to make up the minimum enrollment necessary to allow the course to be offered on an economic basis. If a larger Thurston County academic program were established, District 12 administration fears that a substantial portion of the students currently commuting to Centralia would choose to attend in Olympia--thereby jeopardizing many Centralia courses. The result could be a substantial reduction in the "comprehensiveness"--that is, the number and scope of courses offered--at the Centralia campus. The end result, they maintain, could be two small academic programs--neither of which would be as comprehensive as the current program at Centralia.

Interviews with both Thurston and Lewis County legislators indicate that they agree with the District 12 administration concerning the potential impact on Centralia College. The question was not whether it would be detrimental, but rather to what extent the program would be damaged and what adjustment could be made between the two campuses to provide services closer to the area of greater need. The interviews with Olympia area high school counselors supported the generally held perception that most Olympia students are not so attracted to the Centralia campus that they would continue to commute to Centralia if more Olympia area programs were available.

Student migration patterns have also been studied on a course-by-course basis for the day-on-campus courses offered at Centralia College. A copy of that study is available for review in the office of the State Board for Community College Education. Table VII-16 summarizes the impact that Olympia area, rural Thurston County, and total Thurston County residents have on first- and second-year academic courses.

TABLE VII-16: CENTRALIA COLLEGE DAY-ON-CAMPUS ACADEMIC ENROLLMENTS
FROM THURSTON COUNTY
FALL 1979

Type of Course	Total Course Enrollment	Tumwater, Lacey, Olympia	Rural Thurston	Total Thurston
First Year Courses				
Academic Transfer	2,944	686	243	929
Other Academic	194	36	17	53
TOTAL ACADEMIC	3,138	722 23.01%	260 8.29%	982 31.30%
Second Year Courses				
Academic Transfer	351	93	22	115
Other Academic	75	20	9	29
TOTAL ACADEMIC	426	113 26.5%	31 7.3%	144 33.8%

Source: Community College MIS

These data suggest that courses in the "other academic" category are as affected as those in the academic transfer category (although the number of courses is not as great). The data also suggests that the bulk of the impact would occur from residents in the Olympia-Lacey-Tumwater area rather than in the rural Thurston County areas. A review of the data on a course-by-course basis indicates that of 68 first-year transfer courses offered by Centralia last fall (and enrolling more than 20 students), removal of all of the Olympia area enrollments would have resulted in 31 courses having less than 20 students enrolled. Similarly, of the 12 second-year academic courses offered (and enrolling more than 15 students), six would have had less than 15 students in them if Olympia area students had been eliminated.

The course-by-course analysis of the proportion of enrollees residing in the Olympia area gives some clues as to which courses are most vulnerable to increased competition from an Olympia-based academic transfer program. In all probability, however, all of the Olympia area and/or Thurston County residents would not be drawn away from the Centralia courses. Some would be influenced by the scope of the program offered in Olympia. Those living in the southern portion of Thurston County might find it more convenient to continue to enroll at Centralia College rather than in Olympia. Although District 12 administrators, Thurston and Lewis County legislators and Olympia area high school counselors all agree that an Olympia program would affect Centralia College, they are all unwilling to speculate on specific impacts. Several suggest that a phased expansion of Olympia area programs would be a reasonable way to test the impact and identify the shifts that would occur. Such a phased approach would have the benefit of controlling the effect on Centralia programs through a planned sequence of actions by District 12 management, rather than simply committing to a complete Olympia program with only speculation as to the impact on Centralia College.

7.4.2 Ft. Steilacoom Community College

The student migration data summarized in the previous chapter indicates that Ft. Steilacoom Community College enrolled 201 full-time students from Thurston County in 1979. A review of the three-year trend indicates that Thurston County enrollments in that institution are increasing. Table VII-14 shows that a larger proportion of the Thurston County students enrolling in Ft. Steilacoom come from Lacey and East Olympia areas than from further south and west. This suggests that the geographic proximity is a factor for Thurston County students choosing Ft. Steilacoom. For Lacey residents, it is a shorter commute to Ft. Steilacoom Community College than it is to Centralia College. The migration data also indicates that 71 percent of the students that commute to Ft. Steilacoom Community College for day-on-campus courses are in the 18 - 20 age group (a similar pattern to those that commute to Centralia). Also, a large portion of these students are enrolling in academic courses, with those enrolling in vocational courses primarily commuting to attend a program that is not available in Thurston County.

Interviews with high school counselors in the Lacey-Olympia-Tumwater area reveal that the primary reasons that Thurston County students are enrolling in Ft. Steilacoom Community College in greater numbers are:

1. The geographic proximity to the North Thurston School District.

2. The more cosmopolitan nature of the Ft. Steilacoom campus--with a greater variety of students and a larger number of course offerings available (Ft. Steilacoom Community College is approximately twice the size of Centralia College).

Thurston County legislators said their constituents felt that the commute to Ft. Steilacoom Community College was a reasonable alternative to commuting to Centralia College--and for Lacey residents, actually represented a shorter commute. (There was some speculation over the possibility of establishing bus service from Ft. Steilacoom to the Lacey area--similar to the bus service Centralia runs to Lacey, Olympia and Tumwater. It was suggested that if such service could be established--and it has been requested by some constituents in Thurston County--it would reduce the commuting cost for Thurston County residents and increase the opportunity to attend Ft. Steilacoom.)

One can only speculate on the effect of an academic transfer program in the Olympia area on the number of Thurston County residents that commute to Ft. Steilacoom. However, it was the general conclusion of high school counselors that many of the recent high school graduates who are currently commuting would probably remain in Olympia were such a program offered. Greater accessibility and cost of commuting would be the primary factors causing the shift. Some counselors predicted that the attraction of a larger, more cosmopolitan campus in Pierce County might still draw some students--but that number would be substantially reduced from the current level. The Ft. Steilacoom administration indicated that they were pleased that the college is able to provide service to Thurston County residents. However, while they plan to continue to provide information about Ft. Steilacoom programs to Thurston County high school students, they say their primary responsibility is for Pierce County and there are no plans to expand efforts to attract Thurston County students.

7.4.3 Olympic College

Most Shelton residents who attend day-on-campus courses at community colleges attend OTCC (52 in Fall 1979). Only 20 Shelton residents attended Olympic College. However, a large number of Shelton residents attend the Olympic College extension program in Shelton on a part-time basis. Mason County legislators report that their constituents feel it is much easier to commute to Olympia than to Bremerton and primarily for that reason favor the Olympia area for daytime on-campus programs. Those legislators note that, since OTCC offers only vocational programs, this does not provide an accessible source of daytime academic courses (10 of the 20 Shelton residents that commute to Bremerton were "academic" students). The legislators argue that development of academic programs in Olympia would give their constituents a more accessible program and would have minimal enrollment impact on Olympic College since few students commute to Bremerton.

Conversation with Olympic College administration confirmed that the Shelton extension program is not designed to provide day academic courses in a number that would support full-time day students. The cost of the program would be very high because of the projected low number of students that would enroll. State funding levels would not be sufficient to support the probable resulting class sizes.

NOTE: Representatives Brad Owen and Andy Nisbet from Legislative District 24 co-sponsored House Bill 324 in the last session of the legislature. That bill was designed to divide District 12 into two separate community college districts. Their support was based on the assumption that the separation would lead to the development of academic programs in Thurston County which would, in turn, provide greater service for Shelton residents. That bill included a provision that would have revised the District 12/District 3 boundary line and placed the Shelton school district in the proposed Thurston County community college district. However, the impact of district boundaries on program offerings, tuition, student migration patterns, etc., is so insignificant that a boundary change would not be required. An expansion of Olympia area academic programs under the aegis of District 12 would have the effect of providing greater service to Shelton without the need for changing district boundaries. Maintaining the current boundaries would permit continuation of the current Olympic College extension program in Shelton--under the administration of Community College District 3. This program is well regarded by the community and its administration should not be affected by the need to provide greater daytime academic services within a reasonable commuting distance from Shelton.

7.4.4 The Evergreen State College (TESC)

The Evergreen State College is a publicly funded four-year college in West Olympia which offers a non-traditional educational program. Table VII-17 summarizes TESC's experience in enrolling Thurston County high school graduates.

TABLE VII-17: THURSTON COUNTY HIGH SCHOOL GRADUATES
ATTENDING THE EVERGREEN STATE COLLEGE

	1977	1978	1979
Enrollment	8	11	16

Source: HEEP Reports, Office of Financial Management

The number of Thurston County high school graduates enrolled in Evergreen is quite small in comparison to those in Centralia College, OTCC, Ft. Steilacoom Community College and St. Martin's College in Lacey. However, the administration at The Evergreen State College has placed major emphasis on marketing Evergreen's programs to Thurston County residents. They hope, through the expanded marketing efforts, to better communicate the value and nature of Evergreen's programs and thereby enroll increasing numbers of Thurston County high school graduates. The high school counselors in Lacey-Olympia-Tumwater, while all supporting The Evergreen State College's programs, felt that TESC will continue to appeal to a small proportion of high school graduates. They feel that prospective TESC students have different needs than those considering enrolling in a community college. The high school counselors indicated that the role Evergreen will play in Thurston County in the next five years is, to a large degree, dependent upon the decisions TESC will make concerning the format of its instructional programs. They assert that if TESC becomes more "traditional", it will be much more effective in enrolling Thurston County high school graduates, but if it maintains its current non-traditional approach, it is not likely to achieve a dramatic increase in the number of enrollments and thus will continue to play only a limited role in providing postsecondary education to Thurston County residents. Thurston County, Mason County and Lewis County legislators all generally agreed with the high school counselors' perceptions. They feel that Evergreen caters to a different student population with a different set of educational needs and objectives than do community colleges. They believe that TESC will not make the changes needed for it to provide a real alternative to the community college academic programs being proposed for Thurston County.

The Evergreen State College administration disagrees with the perceptions of the high school counselors; they feel the current program at TESC offers a high quality service that can serve the needs of high school graduates in the Olympia area. Although they have no plans to change the "non-traditional" nature of the programs, they do plan to continue to market the programs in an effort to increase local enrollments.

The key issue in the interaction between The Evergreen State College and a community college academic program in Thurston County is a question of student population: Are the two institutions competing for the same students or would they attract different students with different needs, different backgrounds, etc.? If the former is the case, and if TESC is successful in attracting an increasing number of Thurston County high school graduates, then the potential demand for community college academic programs in Thurston County will be reduced in the future. If the high school counselors and local legislators are correct, however, these are two different student populations with different sets of needs. In this case, The Evergreen State College will not fulfill the lower division academic needs of Thurston County and the development of a community college academic program will have little effect on enrollment at TESC. There is little data to substantiate one position or the other at this time. However, student testimony at 1979 legislative hearings on House Bill 324 suggested that TESC was not considered an alternative to community college academic programs in the Olympia area.

7.4.5 St. Martin's College

St. Martin's College in Lacey provides a private four-year academic program in which 52 Thurston County high school graduates were enrolled in the fall of 1979.[13] Substantial differences in tuition level, and the content of the programs as well as the Catholic affiliation of the institution, suggest to local high school counselors and legislators that St. Martin's College appeals to a different student population than those considering a community college academic program. Consequently they feel that programmatic competition between the two institutions would be minimal and that St. Martin's College will not provide a level of service to Thurston County that would significantly affect the need for community college academic programs. The St. Martin's College administration has not reached a final conclusion as to whether or not the college is actually competing with community colleges for similar students. The administration does have larger concerns about the appropriate role that private institutions can play in the area--particularly in the proximity of several publicly funded postsecondary institutions. Thus concern was voiced over the prospect of additional public academic programs that could potentially affect St. Martin's enrollments. In summary, St. Martin's College should not be considered an alternative source of academic courses to the proposed development of community college programs. The total number of students is not likely to grow appreciably and, because of differences in tuition, program and religious affiliation, the two types of institutions probably appeal to different student populations.

7.5 Analysis of Alternatives

One of the objectives of this report is to consider alternative methods of providing community college academic programs for Thurston County. It is apparent that there are several alternatives between the extremes of offering a fully comprehensive program at OTCC or not providing any additional academic courses in Thurston County. Several area legislators suggested compromise solutions that would provide varying degrees of service; alternative ways of meeting the needs of Thurston County while minimizing the impact on institutions in adjacent communities and the cost to the state.

The analysis of the alternatives will be based on three criteria:

1. Adequacy of the alternative in meeting the demands of the Olympia-Lacey-Tumwater community, in particular, the needs of the major student populations requiring academic programs.

2. The facility needs associated with the alternative, whether it utilizes space in existing higher education institutions or requires additional space.

3. The impact of the alternative on neighboring colleges--especially Centralia College's academic programs. To the extent that alternatives envision different levels of program in Olympia, they will have different impacts on Centralia courses.

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[13] St. Martin's College Registrar's Office

7.5.1 ALTERNATIVE #1: Continuation of the current situation

Do not seek to change the limitations on program development at OTCC; continue to provide a small number of academic courses at the Olympia Education Center.

Serving Community Demand. The program currently offered at the Olympia Education Center provides a modest level of courses that appeal to full-time or part-time daytime academic students, particularly women, in older age categories. Older adults interested in taking courses in the daytime find the Olympia Education Center (OEC) a convenient source of education.

The OEC does not adequately meet the needs of younger (18 - 20) people who have recently graduated from high school. Few of these students attended the Olympia Education Center this year and all of the Olympia area high school counselors indicated that the OEC does not represent a viable alternative to high school students looking at postsecondary opportunities in the Olympia area. Primarily, these students are looking for a "campus" environment, including the availability of a student center, library and other elements that are not available in an off-campus storefront operation. Consequently, to the extent that the Olympia Education Center continues to operate in a location isolated from existing college facilities, the Center will not adequately serve the younger student interested in taking a full complement of academic courses in the daytime.

The limited number of academic courses currently available in the Olympia area appears to assure that the majority of Olympia residents will continue to commute to either Centralia or Ft. Steilacoom Community Colleges to obtain academic courses. This raises the question of continuing the necessity to commute. The price of gasoline and the needs of many students to attend courses at convenient times during the day to allow for part-time employment, will make commuting to neighboring community colleges more of a burden. This burden will not be relieved by St. Martin's or The Evergreen State College, as it is unlikely that these institutions will assume a significantly greater role in providing services to recent high school graduates in Thurston County.

Facility Impact. If District 12 continues to offer academic programs at the Olympia Education Center--and not on an existing campus--then adequate facilities can probably continue to be obtained through lease arrangements. The extent and cost of such space will be a function of program needs and the real estate market in the Olympia area. The District 12 lease of the OEC space at 3700 Martin Way continues through June of 1981. The OEC approach effectively eliminates any non-vocational facility requirement at OTCC and, if course offerings are not expanded significantly beyond the current level, will not require expansion of facilities at another location.

Impact on Neighboring Colleges. Continuation of the status quo would have minimal impact on the enrollments and programs offered at

Centralia College. Since the number of courses offered in Olympia is quite limited--and the total enrollment has also been limited during 1979-80, the Center has had a negligible impact on Centralia's courses. To the extent that a storefront operation with limited course offerings will not provide an attractive option for recent high school graduates, the 18-20 year old students who are the primary group that commutes to Centralia will continue to commute. This course of action will also have a minimal effect on Ft. Steilacoom's Thurston County enrollments since they are also largely younger students. To the extent that The Evergreen State College and St. Martin's College continue to draw from a different student clientele, maintenance of the status quo will have little effect on these institutions.

7.5.2 ALTERNATIVE #2: A Comprehensive Community College Program at OTCC

Develop a completely comprehensive community college program at OTCC that includes, at a minimum, the distribution requirements for the core of an academic transfer program.

Service to the Community. Among the described alternatives, this proposal would provide the most complete satisfaction of the academic needs of Thurston County. It would provide a selection of academic courses based on the "distribution requirements" for transfer to four-year institutions. These courses would meet many of the needs of older part-time or full-time adults as well as those of recent high school graduates interested in full-time day programs. It would be developed by Olympia-based administrators and faculty, responding to the unique needs of the Olympia clientele. This focus and sensitivity to Olympia area needs would improve the match between the course offerings available at OTCC and the broad range of academic and vocational instruction needs represented in the Olympia-Lacey-Tumwater area. By making a fully comprehensive community college program available in Olympia, it would eliminate the need for most Olympia residents to commute to either Ft. Steilacoom Community College or Centralia College for full-time academic work. While some might choose to commute to obtain specialized vocational programs or for other reasons, probably a large proportion would enroll locally.

Facility Implications. This alternative has substantial facility implications. The OTCC campus does not have substantial additional instructional and support space to house the increase in enrollments that would result from a fully comprehensive program. If, for example, such a program were to result in 700 day-on-campus academic FTE students, this would require additional space for general classrooms, science instruction, fine arts instruction and physical education, plus increased support areas such as offices, learning resources, student center, food service and campus maintenance. A minimum increase of some 45,000 assignable square feet (60,000 gross square feet) would provide basic instruction and support space; an additional 45,000 assignable square feet would be needed to achieve State Board standards for physical education, student-related space and fine arts instruction. An auditorium or drama facility is not included in these estimates.

These additional facilities would triple the permanent space already on the OTCC campus. The restrictions of the current OTCC site (small size and unbuildable areas) would require that the existing 30,000 assignable square feet of relocatables be removed and their site area be used for the new facility. This would require the immediate replacement of the vocational instruction space in the relocatables. Thus, the first increment of academic and support facilities would need to be augmented by 30,000 assignable square feet of vocational instruction space for existing programs.

As an alternative to replacement of the relocatables, an additional site contiguous to the OTCC campus could be acquired and used for new facilities. Adjacent areas are rapidly being developed, however, and the remaining contiguous parcels may soon be lost to college use through construction of residential or commercial improvements. Available land should be acquired now if site expansion will be necessary in the foreseeable future.

The timeline for probable state funding of such facilities would be drawn out--1983 is the earliest probable date for such an appropriation and space could not be available until 1985-86. Given the outlook for state revenues, the legislature may not be inclined to fund such major additional community college facilities during the 1980s.

These problems notwithstanding, the first step in the process would be the decision of the District 12 Board of Trustees to pursue the capital improvements required to accommodate a comprehensive OTCC program. (Legislative opinion varies as to the desirability of additional state constructed community college space at OTCC; some legislators felt that other alternatives, such as the use of TESC facilities or St. Martin's College, should be considered. Others wanted to see the analysis and recommendations of the District 12 Board of Trustees before making a judgment about additional facilities at OTCC.)

Impact on Neighboring Colleges. As noted in the previous chapter, Thurston County residents comprise 26 percent of the total enrollments in daytime on-campus academic courses at Centralia College. It is probable that a comprehensive OTCC would draw away a significant number of these students resulting in the loss of enrollment and some courses at Centralia. Centralia College would thereafter be relying upon the students from its immediate service area to support the Centralia campus programs. District 12 could moderate the impact by establishing new vocational programs at the Centralia campus. Vocational programs will continue to be a major incentive for students to commute. The establishment of a comprehensive program at OTCC would not diminish this fact. Centralia would continue to draw some students from the Olympia area albeit in the vocational area rather than in the academic program area as is currently the case. If these moves were not taken, it is possible that the redistribution of enrollments within Thurston County could result in the reduction of course offerings at Centralia to a level that more nearly approximates the smaller community colleges in the state. The program at Centralia would continue but the number and breadth of offerings would be reduced.

The availability of a comprehensive program at OTCC would also affect the Thurston County enrollments at Ft. Steilacoom Community College. Because of the accessibility of the Ft. Steilacoom campus to residents at the North Thurston School District, however, the OTCC program might not have as dramatic an impact on Ft. Steilacoom enrollments as it would on the Centralia enrollment. In any case, the number of Thurston County students enrolled at Ft. Steilacoom Community College is a much smaller share of the total Ft. Steilacoom enrollment than is the case with Thurston County residents enrolled at Centralia College, so the potential impact on Ft. Steilacoom's courses would be less.

To the extent that St. Martin's College and The Evergreen State College attract different kinds of students than do community colleges, development of a comprehensive OTCC program would have a minimal effect on the lower division enrollments of those two institutions. Several legislators and high school counselors suggested that a comprehensive OTCC could provide an introduction to postsecondary education for many new students and could actually increase upper division enrollments at Evergreen.

7.5.3 ALTERNATIVE #3: Cooperative Efforts at The Evergreen State College or St. Martin's College

As suggested by some legislators, this alternative involves the provision of academic community college courses by District 12 on the campus of one of the county's four-year institutions to take advantage of the instructional and support facilities already available.

Service to the Community. This alternative would allow the establishment of academic courses to serve the needs of part-time and older adult students--similar to those served in a limited manner by the Olympia Education Center. It would also have the advantage, because of the availability of existing support facilities such as student centers and libraries, of attracting many of the younger students that currently commute to Ft. Steilacoom and Centralia. The programs, presumably under the administration of District 12, could be tailored to meet the unique needs of Thurston County, thereby strengthening the ties between the college and the community that are vital in the development of a successful community college program.

Facility Implications. This alternative has the advantage of delaying or eliminating the need for additional state-funded construction--either at the OTCC campus or elsewhere in the community. By taking advantage of existing space at one of the four-year institutions, a "campus environment" could be provided immediately for academic community college students. (This alternative was suggested by several state legislators representing all three counties.) A key assumption for this alternative is that space is and will continue to be available at one of the four-year institutions. In the case of The Evergreen State College, expected enrollment growth during the next two or three years leaves some doubt as to the space availability for a cooperative effort. District 12 has a strong preference for having the instructional space located in one clearly-perceived campus to enhance institutional and program identity. This is a requirement that would be difficult to meet at Evergreen. Additionally, the growth projected for Evergreen suggests that the use of its facilities would probably be a short-term solution to a longer term problem. By the mid-1980s, additional space at TESC or elsewhere would have to be considered because of Evergreen's increasing utilization of its own physical plant. A related alternative that has been suggested is the establishment of some specialized instructional facilities for use by community college programs on the TESC campus, but not directly adjacent to the current physical plant. This would allow use of existing TESC support facilities, parking lots, etc., without unduly restricting TESC use of its own instructional space.

Impact on Neighboring Colleges. The impact this alternative would have on the Centralia College academic program would vary depending upon the type and number of courses offered at the Olympia site. If District 12 phased the expansion of course offerings as demand grew in Thurston County, then the negative impact on Centralia would be similarly phased. The cooperative effort would also have a detrimental impact on the number of students commuting to Ft. Steilacoom and, if the activity were located at St. Martin's College, would probably have a substantial effect on the number of students commuting from the North Thurston School District. The choice of North Thurston students between FSCC and a community college program located at TESC would be more difficult to predict.

The Reaction of staff at The Evergreen State College and St. Martin's College to this Alternative. Administrators from The Evergreen State College and St. Martin's College were cautious in their response to the possibility of cooperative programs. Administrators at The Evergreen State College were concerned about the college's own need for space in the coming years given the enrollment growth they expect to experience. There was also some concern that Evergreen and the community college program would be competing for the same students, thereby establishing a situation that would not be conducive to maximum cooperation. (Whether or not Evergreen and a proposed community college program would serve the same student population is open to question--many legislators and high school counselors feel that would not be the case.) Evergreen administrators had other concerns about the differing interests and values of the students and the potential rivalries that could develop.

Administration at St. Martin's College was also cautious--primarily because of the concern that the college and the community college program might be competing for the same students. They said they hope to improve the St. Martin's service to the local community and that, if some kind of cooperative arrangement could be developed with the District 12 administration, they would be willing to consider it. In both instances, the college administrators did not rule out cooperative efforts but were guarded as to the possibilities and felt that any definitive statement should await substantive discussions with District 12 administrators.

7.5.4 ALTERNATIVE #4: Expanded Olympic College Extension Program at Shelton

This alternative is limited in that it is designed primarily to serve the academic needs of the residents of Shelton--it does not address the larger needs of Thurston County residents. It would increase the number of academic courses available during the daytime to enable Shelton residents to obtain a full-time academic program in their local community.

Service to the Community. Depending on the number of courses offered, this option could satisfy the needs of the residents of Shelton but would not affect Thurston County demand. Because of the small population served, class sizes would be small and per student costs would be relatively high for such a program.

Facility Implications. This alternative would require additional leased space in Shelton or construction of new state-owned higher education facilities to house the courses and support programs.

Impact on Neighboring Colleges. Because of the low number of Shelton residents enrolled in neighboring colleges, this alternative would have minimal impact on their enrollment levels.

7.5.5 ALTERNATIVE #5: Expansion of OTCC Curriculum--Short of a Full Transfer Program

This alternative represents a compromise position that would expand OTCC's on-campus curricular offerings but still provide less than a complete, academic transfer program. The exact nature of this compromise would depend upon the number of courses offered, but the basic outline could include (1) expansion of the academic/vocational support courses already provided for the existing technical programs; (2) the marketing of the academic programs in high school completion and developmental education; (3) making visible the transferability of course credit at OTCC to four-year institutions, and (4) development of a number of additional academic transfer courses similar to the offerings at the Olympia Education Center. This alternative combines greater curricular diversity at OTCC with a change in the way OTCC is presented to the local community. Emphasis would be placed on the solid technical nature and the academic support and limited academic transfer activities of the institution in order to alter the public's perception of the OTCC program from one of limited scope to one of varied nature, serving many student interests and needs.

Service to the Community. Although the combined offerings of OTCC and the Olympia Education Center would be only moderately enlarged, the consolidation on the OTCC campus would attract younger students--recent high school graduates. While not fully serving the academic transfer needs of the Olympia-Lacey-Tumwater area, it would provide better service from existing courses and programs and a better match with community needs. As a phased effort, it would minimize the immediate impact on the Centralia campus.

Facility Implications. The facility implications of Alternative #5 would depend on the number of courses that would be added to the OTCC curriculum. If the number were limited to the approximate level of those offered at the Olympia Education Center, the offerings could be accommodated by adjusting current schedules in existing general classroom facilities at OTCC. On the other hand, if the number of courses were substantially larger than those offered at the Olympia Education Center, then the needs would rapidly outgrow the space available at the existing OTCC campus and would generate a requirement for additional space--and perhaps site to house the additional students. Current lease costs of the Olympia Education Center would be eliminated.

Impact on Neighboring Campuses. The impact of Alternative #5 on Centralia academic course enrollments would vary depending upon the type and number of courses that would be added to the OTCC curriculum. A moderate increase over those currently offered at the Olympia Education Center should have a modest impact on the number of students that commute to Centralia. To the extent that District 12 administration coordinated the offerings at OTCC, damage to particular course sequences could be minimized. Because of the proposed changes in the way the OTCC programs are marketed and the accompanying recognition in the Olympia-Lacey-Tumwater community of the potential value of the program, a more diverse group of students might result. This, in turn, could result in a greater number of students choosing OTCC rather than commuting to Centralia. This alternative could also have a detrimental impact on the number of students commuting to Ft. Steilacoom. The impact would be moderated because the number of additional courses offered at Olympia would not be substantial, and because the OTCC location is only moderately more accessible to the Lacey area than is the Ft. Steilacoom campus. The absolute effect of Thurston County students on FSCC enrollment patterns is relatively slight, as noted above.

Potential impact on St. Martin's College and The Evergreen State College would depend on the degree to which these four-year institutions competed with community colleges for the same students. To the extent that they are competing for different student populations, this alternative would probably have a negligible impact on their enrollments. If OTCC and The Evergreen State College provided programs that articulated well, enrollments at Evergreen would increase and service to citizens of the Thurston County area would improve substantially.

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Mr. Daniel Evans, President, The Evergreen State College.

Dr. Byron Youtz, Provost, The Evergreen State College.

Dr. Will Humphries, Academic Dean, The Evergreen State College.

Mr. Steve Hunter, Director, Institutional Research, The Evergreen State College.

Mr. Walker Allen, Registrar, The Evergreen State College.

Dr. Nels Hanson, President, Community College District 12.

Mr. Don Carsten, Dean of Administration, Community College District 12.

Dr. Ken Minnaert, President, Olympia Technical Community College.

Mr. John Fischer, Dean of Instruction, Olympia Technical Community College.

Mr. Greg Gurske, Dean of Student Services, Olympia Technical Community College.

Dr. Robert Lorence, President, Centralia College.

Dr. Robert Stauffer, President, Ft. Steilacoom Community College.

Dr. Henry Milander, President, Olympic College.

COMMUNITY COLLEGE STUDY

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

1980

APPENDIX A

VOCATIONAL PROGRAM OFFERINGS
WASHINGTON COMMUNITY COLLEGE

VOCATIONAL PROGRAM OFFERINGS

WASHINGTON COMMUNITY COLLEGES

APPENDIX A

	No. Puget Sound Area				Puget Sound Area							N.W. Washington Area				S.W. Washington Area					N.E. Washington Area				S.E. Wash. Area		
	Edmonds	Everett	Skag Valley	Whatcom	Bellevue	Green River	Highline	N Seattle	Seattle Cent.	Shoreline	S Seattle	Ft. Steilacoom	Olympic	Peninsula	Tacoma	Centralia	Clark	Grays Harbor	Lwr. Columbia	Olympia Tech	Big Bend	Spokane	Spokane Falls	Wenatchee	Col. Basin	Walla Walla	Yakima Valley
AGRICULTURE & RENEWABLE RESOURCES																											
Agricultural Business				X												X					X	X		X	X	X	X
Agricultural Chemicals	X																					X					
Agricultural Mechanics			X													X					X	X		X		X	X
Agricultural Technology				X												X					X	X		X	X	X	X
Animal Technology												X															
Buildings & Grounds Maint.		X																		X							
Crops Production																						X					X
Farm Management																						X					
Farm Technology																						X					
Farrier																				X						X	
Floriculture	X										X																
Forestry Technology		X				X				X				X		X		X	X					X			
Industrial Forestry	X											X										X					
Irrigation Technology																					X	X				X	
Landscaping	X			X							X																
Landscape Mnt./ Pesticide	X																										
Livestock Management																						X					X
Nursery Operation & Management	X												X														
Oceanographic/ Biology Tech.										X																	
Ornamental Horticulture	X			X	X						X		X				X			X		X					
Water Resources																						X					

VOCATIONAL PROGRAM OFFERINGS

WASHINGTON COMMUNITY COLLEGES

	No. Puget Sound Area				Puget Sound Area							N.W. Washington Area				S.W. Washington Area					N.E. Washington Area				S.E. Wash. Area		
	Edmonds	Everett	Skag. Valley	Whatcom	Bellevue	Green River	Highline	N Seattle	Seattle Cent.	Shoreline	S. Seattle	Ft. Steilacoom	Olympic	Peninsula	Tacoma	Centralia	Clark	Grays Harbor	Lwr. Columbia	Olympia Tech	Big Bend	Spokane	Spokane Falls	Wenatchee	Col Basin	Walla Walla	Yakima Valley
BUSINESS & OFFICE																											
Accounting	X	X		X	X	X	X	X	X	X	X	X	X	X	X		X	X		X	X	X	X				
Beauty Shop Mgt.										X																	
Bookkeeping																				X				X		X	
Small Business Mgt.	X						X											X			X						
Business Tech.				X			X	X	X		X						X				X	X	X		X		
Clerk/Typist																		X									
Commercial Art									X							X	X						X		X		
Computer Operations																				X							
Court Reporting	X					X																					
Data Processing		X					X	X	X			X	X				X	X	X	X	X	X			X		
Duplicating Machine Operator									X																		
Federal Tax Practices				X			X																X				
General Office Clerk								X								X											
Graphic Arts/ Printing					X		X		X								X					X					
Key Punch									X				X			X	X	X	X	X		X				X	X
Labor Relations										X																	
Legal Assistant	X						X												X			X					
Legal Secretary	X						X			X		X		X				X		X		X		X	X	X	X
Library Technology							X																X				
Machine Shorthand									X						X												
Media Technology					X																		X				

VOCATIONAL PROGRAM OFFERINGS

WASHINGTON COMMUNITY COLLEGES

	No. Puget Sound Area				Puget Sound Area							N.W. Washington Area				S.W. Washington Area					N.E. Washington Area				S.E. Wash. Area		
BUSINESS & OFFICE (Continued)	Edmonds	Everett	Skag Valley	Whatcom	Bellevue	Green River	Highline	N. Seattle	Seattle Cent	Shoreline	S. Seattle	Ft. Steilacoom	Olympic	Peninsula	Tacoma	Centralia	Clark	Grays Harbor	Lwr. Columbia	Olympia Tech	Big Bend	Spokane	Spokane Falls	Wenatchee	Col. Basin	Walla Walla	Yakima Valley
Medical Office Assistant													X														
Medical Receptionist								X							X												
Medical Records Tech.										X					X							X					
Medical Secretary	X			X			X	X		X		X		X	X	X	X	X	X	X		X		X	X	X	X
Medical Transcription												X					X	X									
Micrographics						X																					
Micro-Processor Programming																							X				
Personnel & Labor Relations							X					X										X					
Photographic Laboratory Tech.									X																		
Photography		X							X														X				
Photo-Journalism																							X				
Real Estate Secretary														X									X				
Secretarial Science	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Silk Screen Technology																							X				
Teller Training																			X			X					
Visual Communications										X																	
Ward Clerk	X														X				X								
Word Processing Secretary	X								X																		X
MARKETING & SALES																											
Apparel Management	X																										

VOCATIONAL PROGRAM OFFERINGS

WASHINGTON COMMUNITY COLLEGES

	No. Puget Sound Area				Puget Sound Area							N.W. Washington Area				S.W. Washington Area					N.E. Washington Area				S.E. Wash. Area		
MARKETING & SALES (Continued)	Edmonds	Everett	Skag. Valley	Whatcom	Bellevue	Green River	Highline	N. Seattle	Seattle Cent.	Shoreline	S Seattle	Ft. Steilacoom	Olympic	Peninsula	Tacoma	Centralia	Clark	Grays Harbor	Lwr Columbia	Olympia Tech	Big Bend	Spokane	Spokane Falls	Wenatchee	Col Basin	Walla Walla	Yakima Valley
Display Designer	X																						X				
Fashion Merchandising	X	X			X		X			X		X					X			X			X				
Financial Mgt.				X	X										X								X				
General Supervision	X				X					X																	
Insurance Management				X	X			X															X				
Interior Decorator		X			X																		X				
Interior Merchandising	X						X			X																X	
Marketing & Sales	X	X	X	X	X	X	X		X	X		X	X	X		X		X	X	X	X	X	X	X	X	X	X
Parts Merchandising											X								X			X					
Professional Sales																						X					
Purchasing Management										X																	
Real Estate		X		X	X	X	X	X		X			X	X	X		X		X				X	X	X		
Retail Merchandising	X									X																	
Service Representative									X						X							X	X		X		
Service Station Operation & Mgt.			X				X				X																
Silk Screen Tech.																							X				
Supermarket Mgt.					X							X										X					
ELECTRICAL & ELECTRONICS																											
Appliance Repair								X														X					
Bio-Medical Equip. Maintenance & Rpr.								X														X					
Computer Electronics								X																			

VOCATIONAL PROGRAM OFFERINGS

WASHINGTON COMMUNITY COLLEGES

	No. Puget Sound Area				Puget Sound Area							N.W. Washington Area				S.W. Washington Area					N.E. Washington Area				S.E. Wash. Area		
ELECTRICAL & ELECTRONICS (Continued)	Edmonds	Everett	Skag. Valley	Whatcom	Bellevue	Green River	Highline	N Seattle	Seattle Cent.	Shoreline	S Seattle	Ft. Steilacoom	Olympic	Peninsula	Tacoma	Centralia	Clark	Grays Harbor	Lwr. Columbia	Olympia Tech	Big Bend	Spokane	Spokane Falls	Wenatchee	Col. Basin	Walla Walla	Yakima Valley
Electrical Power Generation								X																			
Electrical Power Technology								X																			
Electro-Fluid Power Specialist															X							X					
Electro-Mechanical Technology								X														X					
Electronics, Aviation								X			X											X					
Electronics, Communications								X																			
Electronics, Industrial								X						X													
Electronics, Packaging							X																				
Electronics Tech.	X	X	X			X		X		X			X			X	X	X	X	X		X		X	X		
Energy Mgt. Tech.															X												
Industrial Electricity																						X					
ENGINEERING-RELATED FIELDS																											
Chemical Technology									X	X																	
Civil Engineering Tech.		X	X		X	X				X	X					X	X			X		X				X	X
Construction Technology							X				X	X	X												X		
Diving Technology							X																				
Drafting Tech.		X			X	X	X	X	X	X	X	X	X				X			X		X					
Engineering Tech.		X											X	X			X								X		
Environ. Control/ Comm'l Refriger.								X																			
Highway Engineering Tech.											X																

VOCATIONAL PROGRAM OFFERINGS

WASHINGTON COMMUNITY COLLEGES

	No. Puget Sound Area				Puget Sound Area							N.W. Washington Area				S.W. Washington Area					N.E. Washington Area				S.E. Wash. Area		
ENGINEERING-RELATED FIELDS (Continued)	Edmonds	Everett	Skag. Valley	Whatcom	Bellevue	Green River	Highline	N. Seattle	Seattle Cent.	Shoreline	S Seattle	Ft. Steilacoom	Olympic	Peninsula	Tacoma	Centralia	Clark	Grays Harbor	Lwr. Columbia	Olympia Tech	Big Bend	Spokane	Spokane Falls	Wenatchee	Col Basin	Walla Walla	Yakima Valley
Industrial Technology							X			X	X																
Marine Biology Technology										X																	
Marine Science Tech.										X																	
Marine Technology									X																		
Materials Testing					X						X																
Mechanical Engineering Tech.										X	X						X		X			X					
Metallurgy Technology											X																
Nuclear Technology																									X		
Quality Control Technology											X	X													X		
Occup. Safety & Health Technology											X																
Surveying (Land)											X	X					X										
Technical Illustration									X																		
Traffic Engineering Tech.	X																										
HOSPITALITY & RECREATION																											
Baker									X		X						X					X					
Club & Tavern Management																						X					
Comm'l Cooking & Food Management		X	X		X			X	X	X	X		X				X		X			X			X	X	
Executive Housekeeper Tech.									X																		
Hotel/Motel/ Restaurant Mgt.	X				X		X		X		X						X					X			X		
Professional Entertainment						X																					
Recreational Technology					X	X			X			X									X						

VOCATIONAL PROGRAM OFFERINGS

WASHINGTON COMMUNITY COLLEGES

HOSPITALITY & RECREATION (Continued)	No. Puget Sound Area				Puget Sound Area							N.W. Washington Area				S.W. Washington Area					N.E. Washington Area				S.E. Wash. Area		
	Edmonds	Everett	Skag. Valley	Whatcom	Bellevue	Green River	Highline	N Seattle	Seattle Cent.	Shoreline	S Seattle	Ft. Steilacoom	Olympic	Peninsula	Tacoma	Centralia	Clark	Grays Harbor	Lwr. Columbia	Olympia Tech	Big Bend	Spokane	Spokane Falls	Wenatchee	Col. Basin	Walla Walla	Yakima Valley
Ski Instructor																								X			
Ski Resort Mgt.																								X			
Small Band Mgt. (Perform/Industry)										X																	
Tourism	X						X																	X			
Waiter/Waitress								X	X		X											X				X	
INDUSTRIAL, CONSTRUCTION, & MFG.																											
Cabinet Making & Millwork									X							X	X					X					
Carpentry		X				X			X				X					X	X	X				X	X	X	
Carpentry, Marine									X																		
Comm'l Refr. & Air Conditioning Mnt.																						X		X			
Earth & Rock Drilling	X																										
Industrial Maintenance Tech.														X		X										X	
Industrial Plant Services											X																
Instrumentation/ Watch Repair								X														X					
Machine Shop						X	X		X	X			X				X	X	X			X			X	X	
Plastics Tech.							X															X					
Power Sewing	X								X																		
Power Sewing Machine Repair	X																										
Sheet Metal									X													X					
Upholstery																						X					
Welding		X	X		X	X	X		X	X			X				X	X	X	X	X	X			X	X	X

VOCATIONAL PROGRAM OFFERINGS

WASHINGTON COMMUNITY COLLEGES

	No. Puget Sound Area				Puget Sound Area							N.W. Washington Area				S.W. Washington Area					N.E. Washington Area				S.E. Wash. Area		
	Edmonds	Everett	Skag. Valley	Whatcom	Bellevue	Green River	Highline	N. Seattle	Seattle Cent.	Shoreline	S. Seattle	Ft. Steilacoom	Olympic	Peninsula	Tacoma	Centralia	Clark	Grays Harbor	Lwr Columbia	Olympia Tech	Big Bend	Spokane	Spokane Falls	Wenatchee	Col. Basin	Walla Walla	Yakima Valley
MECHANICS-RELATED FIELDS																											
Agri. Auto-Tractor Mechanics																											X
Aircraft Mechanics		X									X										X	X					
Auto Body Rebuilding			X			X			X		X						X		X			X		X	X	X	
Automot. Emission Inspection & Rpr.										X		X															
Automotive Machinist											X											X					X
Automotive Mechanics		X	X			X					X		X	X			X	X	X	X	X	X		X	X	X	X
Parts Merchandising											X								X			X					
Diesel & Heavy Duty Equipment			X								X			X			X	X	X	X		X		X	X		X
Fluid Power Technology															X							X					
Food Dispensing Equipment											X																
Marine Mnt. & Rpr/ Power Boat Mech.			X																	X							
Materials Handling Equipment Mechanic											X																
Mobile Home Set-Up	X																										
Motorcycle Repair												X															
Office Machine Repair								X														X					
RV Maintenance/ Small Engine Rpr.							X				X		X	X						X	X	X		X			
Trailer Rebuilding & Refinishing											X											X					
Truck & Auto Body Rebuilding											X																
MEDICAL-RELATED FIELDS																											
Biological Laboratory Tech.										X																	

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VOCATIONAL PROGRAM OFFERINGS

WASHINGTON COMMUNITY COLLEGES

	No. Puget Sound Area				Puget Sound Area							N.W. Washington Area				S.W. Washington Area					N.E. Washington Area				S.E. Wash. Area		
MEDICAL-RELATED FIELDS (Continued)	Edmonds	Everett	Skag. Valley	Whatcom	Bellevue	Green River	Highline	N. Seattle	Seattle Cent.	Shoreline	S Seattle	Ft. Steilacoom	Olympic	Peninsula	Tacoma	Centralia	Clark	Grays Harbor	Lwr. Columbia	Olympia Tech	Big Bend	Spokane	Spokane Falls	Wenatchee	Col. Basin	Walla Walla	Yakima Valley
Cardio-Pulmonary Tech.																						X					
Chiropractic Assistant																							X				
Community Health Advocate								X																			
Dental Assisting	X						X		X								X			X		X					
Dental Hygiene										X		X					X										X
Dental Laboratory Tech.									X																		
Dental Office Manager	X																										
Diagnostic Ultrasound Tech.					X																						
Dietetic Tech.										X					X							X					
Echo-Cardiographic Technology																						X					
Gerontology Aide					X										X								X				
Histology										X																	
Home Health Aide	X							X																			
Medical Assisting	X			X			X	X					X		X					X							
Medical Laboratory Tech.										X														X			
Medical Photography					X																						
Mental Health Tech									X			X			X												
Mental Retardation Tech.												X															
Nurse's Aide		X	X			X							X			X	X		X	X		X				X	X
Nursing Asst. Training		X	X			X		X				X				X	X			X		X				X	X
Nursing, Associate Degree		X	X		X		X		X	X			X	X	X		X		X			X		X	X	X	X
Nursing, Practical		X	X			X		X	X				X	X		X	X	X	X	X	X	X		X	X	X	X

VOCATIONAL PROGRAM OFFERINGS

WASHINGTON COMMUNITY COLLEGES

	No. Puget Sound Area				Puget Sound Area							N.W. Washington Area				S.W. Washington Area					N.E. Washington Area				S.E. Wash. Area		
MEDICAL-RELATED FIELDS (Continued)	Edmonds	Everett	Skag. Valley	Whatcom	Bellevue	Green River	Highline	N. Seattle	Seattle Cent.	Shoreline	S Seattle	Ft. Steilacoom	Olympic	Peninsula	Tacoma	Centralia	Clark	Grays Harbor	Lwr Columbia	Olympia Tech	Big Bend	Spokane	Spokane Falls	Wenatchee	Col. Basin	Walla Walla	Yakima Valley
Nursing, Home Administration				X								X															
Occupational Therapy Assistant						X																					
Ophthalmic Tech.								X																			
Optometric Technology											X				X							X					
Pharmacy Assistant Tech.								X												X							
Physical Therapy Assistant						X																					
Podiatric Assistant	X																										
Radiologic Technology					X										X									X			X
Respiratory Therapy Technology			X				X		X						X							X		X			
Surgical Tech.									X													X					
Therapeutic Recreation Tech.																							X				
PERSONAL SERVICES																											
Camera Repair																							X				
Cosmetology		X							X	X												X		X		X	
Custom Apparel Design & Constr.	X								X														X				
Custom Saddle Making																							X				
Custodial Services	X																		X			X					
Early Childhood Education	X	X		X	X		X	X	X	X		X	X				X		X				X	X	X	X	X
Instructional Aide				X						X																	
Jewelry Worker																							X				
Musical (Band) Instrument Serv./Rpr																							X				

VOCATIONAL PROGRAM OFFERINGS

WASHINGTON COMMUNITY COLLEGES

	No. Puget Sound Area				Puget Sound Area							N.W. Washington Area				S.W. Washington Area					N.E. Washington Area				S.E. Wash. Area		
PERSONAL SERVICES (Continued)	Edmonds	Everett	Skag Valley	Whatcom	Bellevue	Green River	Highline	N Seattle	Seattle Cent.	Shoreline	S Seattle	Ft. Steilacoom	Olympic	Peninsula	Tacoma	Centralia	Clark	Grays Harbor	Lwr. Columbia	Olympia Tech	Big Bend	Spokane	Spokane Falls	Wenatchee	Col. Basin	Walla Walla	Yakima Valley
Tailoring									X																		
PUBLIC SERVICES																											
Administration of Justice		X	X	X	X	X	X			X		X	X		X	X	X		X			X			X	X	X
Alcoholism Counselor				X								X					X						X				X
Arts & Foundation Administration										X																	
Community Planning		X																					X				
Corrections	X						X					X	X		X		X					X					X
Drug Abuse Counselor																							X				
Environmental Technology						X				X												X					
Fire Science																						X		X	X		
Fisheries & Game Management		X												X				X									
Guidance Assistant																			X							X	
Hearing Impaired Services																							X				
Human Service Training			X	X					X						X												
Industrial Security							X					X	X		X												
Law Enforcement							X						X		X												X
Mass Communications																			X				X				
Natural Resources																						X					
Park Ranger			X																								
Police Records Technology																											X
Polygraph Examiner Tech.																						X					

VOCATIONAL PROGRAM OFFERINGS

WASHINGTON COMMUNITY COLLEGES

	No. Puget Sound Area				Puget Sound Area							N.W. Washington Area				S.W. Washington Area					N.E. Washington Area				S.E. Wash. Area		
PUBLIC SERVICES (Continued)	Edmonds	Everett	Skag. Valley	Whatcom	Bellevue	Green River	Highline	N Seattle	Seattle Cent.	Shoreline	S Seattle	Ft. Steilacoom	Olympic	Peninsula	Tacoma	Centralia	Clark	Grays Harbor	Lwr Columbia	Olympia Tech	Big Bend	Spokane	Spokane Falls	Wenatchee	Col Basin	Walla Walla	Yakima Valley
Sign Language Interpreter									X																		
Social Service Training	X	X			X																		X				
Waste Water Technology						X																					
Water Treatment Tech.						X																					
TRANSPORTATION SERVICES																											
Air Traffic Control						X																					
Commercial Driver											X												X				
Commercial Pilot																X			X		X						
Flight Attendant							X										X										
Marine Deck Officer									X																		
Transportation	X					X	X															X					

COMMUNITY COLLEGE STUDY

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

1980

APPENDIX B

METHODOLOGY, PUBLIC OPINION SURVEY

APPENDIX B: METHODOLOGY

This section describes the process underlying the work leading up to the analysis of the survey data. Four elements of the process are presented. They are: (a) survey instrument design; (b) sample design and selection; (c) survey execution; and (d) data preparation, assignment of weights and evaluation of analytic methods.

B.1 Survey Design

The design of a survey such as this begins with discussion of objectives for the survey; e.g., what information is it supposed to provide. These objectives were prepared by the staffs of SBCCE and Statistical Services, Inc. (SSI). It was the role of SBCCE during these meetings to see to it that its information needs would be met with the data being collected. SSI's role was to understand the research requirements, while supplying judgments on the capability of gathering the required data via a telephone survey. (It should be pointed out that there are situations in which data cannot be collected by telephone. Highly sensitive or extremely complex information often is not accessible to a phone survey.) The questions used to meet the objectives of the survey are presented in Section B.3. After an initial round of conferences established survey objectives, SSI drafted a preliminary questionnaire. This draft was then analyzed from three vantage points. First, was it responsive to the stated survey objectives? Second, what would be the estimated execution time, which translates into the time and budget required for execution? Third, was the order of questions appropriate and unbiased? This last point refers to the need for a questionnaire to be designed so that, for example, prior responses would not bias subsequent answers.

After the initial draft of the questionnaire was prepared and evaluated, it was discussed with SBCCE staff. The SBCCE staff used this evaluation to clarify its understanding of survey objectives and to revise the questionnaire accordingly. The revised questionnaire was again evaluated. After the second review, this version, with minor adjustments was "pre-tested".

The pre-test process is essentially a trial run of the survey. Thirty-five persons were interviewed and then queried about the questionnaire. The information thus obtained was used to refine the questionnaire and prepare it for actual use. The final form of the questionnaire is found in Appendix C.

B.2 Sample Design and Selection

Sample design is primarily concerned with determining how many individuals will be interviewed in order to establish a given degree of statistical precision. Sample selection is concerned with the method of choosing who will be interviewed, the major requirement being to insure a cost-effective representation of populations being surveyed.

Regarding the sample design, a number of geographic objectives were stipulated for this survey. Each had an effect on how many interviews would be conducted in each geographic area. In general, the sample was designed to give the minimum number of interviews necessary for adequate representation of each given geographic area in order to both compare areas and to use the same data to build up to representative profiles of aggregated areas and, ultimately to the state as a whole. The design also allowed for aggregation along different dimensions. For example, the smallest geographical areas surveyed could be combined to form an "East" and "West" aggregate or "Inside Puget Sound" and "Outside Puget Sound".

There were eight basic geographic areas used in the sample:

1. The City of Seattle (Seattle Community College District).
2. Snohomish County (Everett-Edmonds Community College District).
3. The Spokane metropolitan area (Spokane Community College District).
4. Thurston County (Community College District #12).
5. Lewis County (Community College District #12).
6. The Puget Sound area excluding Seattle and Snohomish County.
7. In Western Washington outside of the Puget Sound area. (Excluding No's. 1, 2, 4, 5 and 6 above).
8. Eastern Washington excluding Spokane (No. 3).

The smallest sample acceptable in any one areas was determined to be 100. In some areas this base number was increased in order to provide greater precision for individual estimates. For example, in order to gain greater precision for both the Lewis County and Thurston County samples, the number of interviews was increased to 196 in each county, which gave a 7 percent error at 95 percent confidence for estimates made using these samples. It was increased to 263 in the "Elsewhere Eastern Washington" sample to allow for 5 percent error, 95 percent confidence limits. Thus the total statewide sample was established at 1,155. Table B-1 on the following page shows the distribution of the sample design, as well as the actual interviews collected, for the eight areas described above, and how they fall into the geographic comparison areas. At the bottom of the table is shown the approximate error at 95 percent confidence for the respective geographic areas.

The sample that results from this is not, however, uniformly representative across the state. For example, as a fraction of the population, fewer persons were surveyed inside Puget Sound than were surveyed outside. The reason that uniform samples were not selected throughout the state was because this would have caused an enormous sample size (over 7,000 for the entire state) in order to have adequate

TABLE B-1: SAMPLE SIZE AND ALLOCATION
COMMUNITY COLLEGE SURVEY

SAMPLE AREA		TOTAL	MULTI-CAMPUS DIST.				PUGET SOUND		URBAN-RURAL		EAST-WEST		THURSTON/LEWIS	
		SAMPLE	SEA.	SNOH.	L/T	SPOK.	IN	OUT	URB	RUR	WEST	EAST	THURS	LEWIS
CITY OF SEATTLE	DESIGNED	100	100				100		100		100			
	ACTUAL	103												
THRUSTON COUNTY	DESIGNED	196			196			196	100	96	196		196	
	ACTUAL	209												
LEWIS COUNTY	DESIGNED	196			196			196	96	100	196			196
	ACTUAL	192												
SNOHOMISH COUNTY	DESIGNED	100		100			100		50	50	100			
	ACTUAL	104												
SPOKANE CC DISTRICT	DESIGNED	100				100		100	68	32		100		
	ACTUAL	99												
ELSEWHERE PUGET SOUND	DESIGNED	100					100		34	66	100			
	ACTUAL	104												
ELSEWHERE WEST-WASH.	DESIGNED	100						100	31	69	100			
	ACTUAL	99												
ELSEWHERE EAST-WASH.	DESIGNED	263						263	95	168		263		
	ACTUAL	263												
TOTAL	DESIGNED	1155	100	100	392	100	300	855	574	581	792	363	196	196
	ACTUAL	1173	103	104	401	99	311	862	624	549	811	362	209	192
ERROR AT 95% CONFIDENCE (%)		2.9	NA	NA	4.8	NA	5.5	3.3	3.9	4.2	3.4	5.1	6.7	7.0

SOURCE: Statistical Services Incorporated (SSI) representation in the smallest basic geographic unit (Lewis County). By stratifying the sample using the eight basic geographic areas and using "weighting" procedures to develop high-level aggregations, a cost-effective design emerged that promised adequate representation at all levels. It should be pointed out that "weighting" does not increase the statistical reliability of a sample. It merely gives an efficient way to extract data. It is for this reason that the unweighted sample sizes are shown in Table B-1. The weights used are displayed in Table B-2.

TABLE B-2: WEIGHTS BY SAMPLE AREA
COMMUNITY COLLEGE SURVEY

AREA	SAMPLE SIZE	1979 POPULATION*	WEIGHT
CITY OF SEATTLE	103	497,300	9.2038
THURSTON COUNTY	209	111,100	1.0143
LEWIS COUNTY	192	52,400	0.5208
SNOHOMISH COUNTY	104	304,700	5.5865
SPOKANE	99	179,200	3.4545
ELSEWHERE PUGET SOUND	104	1,323,100	24.2788
ELSEWHERE WEST. WASHINGTON	99	641,300	12.3636
ELSEWHERE EAST. WASHINGTON	263	802,100	5.8175

SOURCE: SBCCE Public Opinion Survey, Spring 1980.

*SOURCE: OFM Population, Enrollment and Economic Studies Division.

The actual selection of households to be interviewed was accomplished using a set of current telephone directories in combination with a random number generator. The directories are an efficient sample "frame" since the commercial listings can be ignored. The random number generator was used to statistically direct the selection of listings from the set of directories representing the sub-state area in question. As a general operational rule, four names were chosen for each sample required. This allows for disconnections, refusals and the like. All telephone directories in the state were used.

B.3 Survey Execution

The process of executing a telephone survey is quite straightforward. Once the phone numbers are located in the sample selection process, they are called and the individual who answers the phone is interviewed--if the person is a responsible adult. If a child answers a request is made to talk with an adult.

The interviewers at SSI are specifically trained to do telephone interview work. They are given a script to follow during the conduction of the interview which leaves them little latitude for side discussion with the interviewee, thus minimizing interviewer bias. The interviewer does not know who the client is, and therefore cannot reflect any pro or anti-community college sentiment in the execution of his interviews.

The execution of surveys is done under a three-way quality control system. At least one interview out of 10 by each interviewer is listened to without the knowledge of the interviewer. This enables SSI to verify the quality of the interview. In addition, one of every 10 interviews is reaffirmed by calling the interviewee the next day. The call backs are not, of course, the same as the monitored interviews. Finally, daily computer runs compare the results obtained for each interviewer with all other interviewers. This allows for early detection of interviewer errors.

All telephone interviewing is done on SSI premises in Seattle and under direct supervision. None is done in the home of the interviewer. Interviews were conducted between 5:30 and 9:30 p.m. on weekdays and from 11:00 a.m. to 5:00 p.m. on weekends.

During the interview period (March 7 to March 28) no external event occurred which affected the community colleges in a way that could have prejudiced the results obtained in the survey.

B.4 Data Preparation

The data from each survey instrument are first checked for consistency by trained personnel. It is here that unclear answer sheet markings or corrections are reconciled. The data are then loaded into a computer-controlled editing form. This form guarantees that data entries which are invalid are not accepted, thus reducing data entry errors. They are then loaded into a computer-controlled editing form. This form guarantees that data entries which are invalid are not accepted, thus reducing data entry errors. The data are, subsequently, key-verified. This achieves the target minimum error rate of one erroneous character per 10,000 characters entered.

After data entry, a routine set of tabulations is prepared which is examined for logical errors. It is at this point that structural defects in the data entry sequence (such as entering sex where age belongs) are detected. None were found within this survey.

Finally, this survey required weighting the responses to reconcile differing sample sizes among various geographic areas, as discussed in "B.2" above. The weighting was done by computing the sample proportion of the population interviewed in each area. Then a factor, or weight, was applied to responses in that area so that the results, after weighting, represented an equal population proportion throughout the state. In Table B-2 note that the weight applied to Lewis County was less than one. This was done to keep the overall weighted sum of responses under 10,000, which is the upper limit of SSIs computing capability.

In the analysis stage, appropriate tests were used to examine the adequacy of the rank-orderings and comparisons presented and discussed. For example, the ranking presented for the "confidence in educational institutions" was additionally verified using:

1. Guttman scaling, with "a great deal of confidence" as the decision point; and
2. Eta^2 tests for nonlinear trends, on an item-by-item basis, in the conventional interval-level scores assigned to the ordinal categories.

On the area-by-area comparisons, statistical significance was found for many differences but with the large sample sizes available a focus on these differences would have obscured the substantive differentials. Consequently, in addition to statistical significance, differentials had to be on the order of about 10 percent in order to be considered substantive.

COMMUNITY COLLEGE STUDY
STATE BOARD FOR COMMUNITY COLLEGE EDUCATION
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APPENDIX C

QUESTIONNAIRE, PUBLIC OPINION SURVEY

APPENDIX C: Questionnaire, Public Opinion Survey

INTERVIEWER: ____________________

COMMUNITY COLLEGE SURVEY

INTRODUCTION:

Hello, this is ________________ with SSI, a statewide survey research firm.

May I please speak to the man or woman of the house?

This morning/afternoon/evening we are conducting a survey about the educational programs and services available from Washington State community colleges. We would like to include your opinions and comments in our study.

INTERVIEWER INSTRUCTIONS:

- You are working as an interviewer for:

  Statistical Services Incorporated
  2525 Sixth Avenue
  Seattle, Washington 98121
  1 (206) 623-4561
  Cheryle R. Dittner, President

- You DO NOT know who the client is or who is sponsoring the survey. You would be happy to refer the call to a coordinator.
- On the call sheets, call all of the rotation 1's first, 2's second, etc. For each call, record D, NA, R, INCOM, or COM. After finishing each call, cross out the rotation number. For all completed (or incompleted) surveys, record your initials, date, and sheet number.
- Put your name and date at the top of each call sheet you work on.
- If there is something you don't understand or if you have any comments - let me or a coordinator know.

CRD

1. Have you or anyone in your household attended a community college in the State of Washington?

    1. YES (CONTINUE)
    2. NO (SKIP TO Q.3)
    3. DK/NA (SKIP TO Q.3)

2. Have you personally attended classes or participated in programs offered at a community college?

    1. YES (IF YES, ASK QUESTIONS a, b, & c and SKIP TO Q.4)

        a. At which college(s)? ____________________

        ____

        (IF SEATTLE & SPOKANE, ask the respondent to name the specific campus).

        b. Were the classes located:

        (READ)

        1. On campus
        2. Off-campus
        3. Both
        4. DK/NA

        c. What type of programs or courses were you taking?

        1. ____________________ ____________________
        2. DK/NA

    2. NO (CONTINUE)
    3. DK/NA (CONTINUE)

3. Have you ever been on a community college campus?

    1. Yes . . (IF YES, ask):

        a. At which college(s)? ____________________

        (For SEATTLE & SPOKANE, ask the respondent to name the specific campus).

    2. NO
    3. DK/NA

4. Do you have any plans to attend a community college or participate in a program sponsored by a community college in the next two years?

    1. YES (IF YES, ask):

        a. What do you plan to take? ____________________

        (ASK for type of program)

    2. NO
    3. DK/NA

5. Do you feel that academic courses taken at a community college are easily transferred to a 4-year college or university?

    1. YES
    2. NO
    3. DK/NA

6. What would you estimate to be the average age of a community college student?

    1. ____________
    2. DK/NA

7. The current tuition and fees for a full-time community college student is approximately $100/quarter. Do you feel this charge is:

    (READ)

    1. Reasonable
    2. Too expensive
    3. Too inexpensive or
    4. There should be no tuition charge for community college students.
    5. DK/NA

I am going to read a list of services and programs currently offered by Washington community colleges. I would like you to tell me how necessary you feel it is for the community colleges to provide each of these programs or services. Would you consider them:

VERY Necessary
MODERATELY Necessary
You have NO FEELINGS
MARGINALLY Necessary or
NOT AT ALL Necessary

How necessary are special programs for:

		VERY	MOD	FEEL	MAR	NOT	DK
8.	Senior Citizens	1	2	3	4	5	6
9.	Minority Students	1	2	3	4	5	6
10.	Women	1	2	3	4	5	6
11.	Handicapped Students.	1	2	3	4	5	6

How necessary is it to offer:

		VERY	MOD	FEEL	MAR	NOT	DK
12.	Adult high school completion classes.	1	2	3	4	5	6
13.	Apprenticeship training.	1	2	3	4	5	6
14.	Intercollegiate sports programs.	1	2	3	4	5	6
15.	Vocational Programs to prepare students for entry level job skills.	1	2	3	4	5	6
16.	English as a second language.	1	2	3	4	5	6
17.	Academic classes which will transfer to a 4-year degree program.	1	2	3	4	5	6
18.	Courses to upgrade present job skills.	1	2	3	4	5	6
19.	Courses taught thru the media.	1	2	3	4	5	6
20.	Courses in parenting & cooperative pre-schools.	1	2	3	4	5	6

How necessary is it for the community colleges to provide:

		VERY	MOD	FEEL	MAR	NOT	DK
21.	Off-campus programs at convenient neighborhood locations.	1	2	3	4	5	6
22.	Transportation to and from campus.	1	2	3	4	5	6
23.	Attractive buildings and grounds.	1	2	3	4	5	6
24.	Adequate parking areas.	1	2	3	4	5	6
25.	Cultural events such as plays and concerts.	1	2	3	4	5	6
26.	Day care facilities on campus.	1	2	3	4	5	6
27.	Financial aid for student.	1	2	3	4	5	6
28.	Counseling services.	1	2	3	4	5	6
29.	Information on college programs and activities.	1	2	3	4	5	6
30.	Library facilities for use by the general community.	1	2	3	4	5	6

Now, referring to the above services and programs again, I would like you to evaluate the performance of Washington community colleges in each area.

Using the standard A through E grading scale:

A - means you think the community colleges are doing an EXCELLENT job.
B - a GOOD job.
C - an AVERAGE job.
D - a POOR job.
and
E - their performance is totally UNSATISFACTORY.

Evaluating their performance, how well do you feel the community colleges are doing in offering special programs to meet the needs of:

		A	B	C	D	E	DK/NA
31.	Senior citizens.	A	B	C	D	E	DK
32.	Minority students.	A	B	C	D	E	DK
33.	Women.	A	B	C	D	E	DK
34.	The Handicapped.	A	B	C	D	E	DK

How well would you evaluate their performance in offering:

		A	B	C	D	E	DK/NA
35.	Adult high school completion classes.	A	B	C	D	E	DK
36.	Apprenticeship training.	A	B	C	D	E	DK
37.	Intercollegiate sports programs.	A	B	C	D	E	DK
38.	Vocational programs to prepare students for entry level job skills.	A	B	C	D	E	DK
39.	English as a second language.	A	B	C	D	E	DK
40.	Academic classes which will transfer to a 4-year degree program.	A	B	C	D	E	DK
41.	Courses to upgrade present job skills.	A	B	C	D	E	DK
42.	Courses taught thru the media.	A	B	C	D	E	DK
43.	Courses in parenting and cooperative pre-schools.	A	B	C	D	E	DK

And how well are they providing for:

		A	B	C	D	E	DK/NA
44.	Off-campus programs at convenient neighborhood locations.	A	B	C	D	E	DK
45.	Transportation to and from campus.	A	B	C	D	E	DK
46.	Attractive buildings and grounds.	A	B	C	D	E	DK
47.	Adequate parking areas.	A	B	C	D	E	DK
48.	Cultural events such as plays and concerts.	A	B	C	D	E	DK
49.	Day care facilities on campus.	A	B	C	D	E	DK
50.	Financial aid for student.	A	B	C	D	E	DK
51.	Counseling services.	A	B	C	D	E	DK
52.	Information on college programs and activities.	A	B	C	D	E	DK
53.	Library facilities for use by the general community.	A	B	C	D	E	DK

In addition to the community college system, job training can also be received from state-supported Vocational Technical Institutes.

54. Can you tell me the names of any state supported Vocational Technical Institutes you are aware of or have had experience with?

Q.54	Q.55	(MARK Q.54 & Q.55. WRITE IN all other schools mentioned).
1	1.	L. H. Bates VTI
2	2.	Bellingham VTI
3	3.	Clover Park VTI
4	4.	Lake Washington VTI
5	5.	Renton VTI
6	6.	Other ____________
7	7.	Other ____________
8	8.	None

55. Now I am going to read the names of the Vocational Technical Institutes you have not named. Would you please tell me if you have ever heard of any of these?
(READ VTI's NOT MARKED & CHECK PARENTHESIS)

56. Have you or anyone in your household participated in any classes or programs offered by a state-supported Vocational Technical Institute?

1. YES (IF YES, ask):
   a. at which Institute? ____________
2. NO
3. DK/NA

57. If you were going to take a job training course in the future, would you prefer to take the course at a Vocational Technical Institute or through a Community College?

1. Vocational Technical Institute
2. Community College
3. DK/NA

Considering the following school system in this state, how much confidence do you have in the people who are responsible for making decisions and managing each of these systems, a great deal of confidence, some confidence, or hardly any confidence?

		Great Deal	Some	Hardly Any	Don't Know
58.	Public schools, kindergarten thru 12th grade.	1	2	3	4
59.	Community colleges.	1	2	3	4
60.	University of Washington.	1	2	3	4
61.	Washington State University at Pullman.	1	2	3	4
62.	All other state-supported 4-year colleges and universities.	1	2	3	4
63.	Private 4-year colleges & universities.	1	2	3	4
64.	State-supported vocational schools.	1	2	3	4
65.	Private vocational schools.	1	2	3	4

Now, we have just a few more questions.

66. Into what age group do you fall?

(READ LIST)

1. 18 - 24
2. 25 - 34
3. 35 - 44
4. 45 - 54
5. Over 55
6. DK/NA

67. How many people under the age of 18 live in your household?

1. 1
2. 2
3. 3
4. 4
5. 5
6. 6
7. 7 or more
8. DK/NA

68. What is your current marital status?

(READ LIST)

1. Single
2. Married
3. Divorced/Separated
4. Widowed
5. DK/NA

69. On a yearly basis, is the overall income of your household:

(READ LIST)

1. Under $10,000
2. $10,000 - $15,000
3. $15,000 - $25,000
4. $25,000 - $40,000
5. $40,000 - $60,000
6. Over $60,000
7. DK/NA

70. What was the last grade in school you completed?

(READ LIST)

1. Grade school or less.
2. Some high school.
3. High school graduate.
4. Some college or technical school.
5. Graduate of 2-year college.
6. Graduate of 4-year college.
7. Post graduate studies.
8. DK/NA

71. What are the occupations of the wage earners in your household?

______________________ ______________________.

72. What is your ethnic background?

(READ LIST)

1. Asian
2. Black
3. American Indian
4. Hispanic
5. White
6. Other __________
7. DK/NA

73. What is the zip code of your residence? ______________ ZIP CODE

Thank you very much for your time and have a good evening/day.

74. Sex of Respondent: 1. Male 2. Female

COMMUNITY COLLEGE STUDY

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

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APPENDIX D

SUMMARY RESULTS, PUBLIC OPINION SURVEY

APPENDIX D: SUMMARY OF RESULTS FROM THE PUBLIC OPINION SURVEY

All responses are expressed in terms of percentages, weighted for statewide representation. "DK" means "Don't Know," "NA" means "No Answer."

1. Have you or anyone in your household attended a community college in the State of Washington?

   YES - 55.2   NO - 44.6   DK/NA - 0.2

2. Have you personally attended classes or participated in programs offered at a community college?

   YES - 76.2   NO - 23.2   DK/NA - 0.6

   If Yes, were the classes located:

On campus	63.7	Both	22.2
Off-campus	12.2	DK/NA	1.9

3. Have you ever been on a community college campus?

   YES - 53.5   NO - 45.0   DK/NA - 1.5

4. Do you have any plans to attend a community college or participate in a program sponsored by a community college in the next two years?

   YES - 38.2   NO - 53.3   DK/NA - 8.5

5. Do you feel that academic courses taken at a community college are easily transferred to a four-year college or university?

   YES - 44.9   NO - 12.8   DK/NA - 42.3

6. What would you estimate to be the average age of a community college student?

Less than 18	2.7	25-29	15.4	36-40	1.3
19-20	37.3	30-31	6.4	Over 40	0.3
21-24	22.4	32-35	3.4	DK/NA	10.8

7. The current tuition and fees for a full-time community college student is approximately $100/quarter. Do you feel this charge is:

Reasonable	76.3
Too expensive	5.3
Too Inexpensive	6.0
There should be no charge for community college students	4.6
DK/NA	7.8

VERY = VERY Necessary
NO FEEL = You have NO FEELINGS
NOT = NOT AT ALL Necessary

MOD = MODERATELY Necessary
MAR = MARGINALLY Necessary
DK = DON'T KNOW

	VERY	MOD	NO FEEL	MAR	NOT	DK
HOW NECESSARY ARE SPECIAL PROGRAMS FOR:						
8. Senior Citizens	49.6	33.4	3.5	7.5	3.5	2.5
9. Minority Students	40.7	34.3	5.6	6.3	9.3	3.8
10. Women	44.6	35.4	5.3	5.3	7.3	2.1
11. Handicapped Students	77.9	17.9	0.8	1.5	0.8	1.1
HOW NECESSARY IS IT TO OFFER:						
12. Adult high school completion classes	67.9	21.3	1.3	3.9	3.5	2.1
13. Apprentice training	59.2	28.0	2.6	3.7	3.5	3.0
14. Intercollegiate sports programs	12.3	38.7	5.7	19.7	19.4	4.2
15. Voc. programs to prepare students for entry level job skills	73.1	19.3	1.8	2.8	1.3	1.7
16. English as a 2nd lang.	50.1	27.7	3.9	3.9	9.9	4.5
17. Academic classes which will transfer to a 4-Yr. degree program	73.2	20.3	1.9	1.0	1.2	2.4
18. Courses to upgrade present job skills	56.6	34.4	1.6	3.3	1.5	2.6
19. Courses taught thru the media	14.9	39.2	11.2	11.6	10.3	12.8
20. Courses in parenting & cooperative pre-schools	32.3	35.3	5.7	10.7	10.8	5.2
HOW NECESSARY IS IT FOR THE COMMUNITY COLLEGE TO PROVIDE:						
21. Off-campus programs at convenient neighborhood locations	38.3	31.5	4.5	10.3	11.4	4.0
22. Transportation to and from campus	18.5	25.8	4.0	15.5	33.4	2.8

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	VERY	MOD	NO FEEL	MAR	NOT	DK
23. Attractive buildings & grounds	12.3	43.0	4.4	20.7	18.7	0.9
24. Adequate parking areas	55.0	32.9	1.2	7.9	2.9	0.1
25. Cultural events such as plays and concerts	26.1	48.9	4.2	9.7	9.8	1.3
26. Day care facilities on campus	33.6	34.1	5.3	10.7	12.7	3.6
27. Financ'l aid for student	48.9	31.9	2.9	8.2	5.8	2.3
28. Counseling services	54.2	33.2	1.1	5.6	4.2	1.7
29. Information on college programs & activities	61.1	30.1	1.6	3.5	1.6	2.1
30. Library facilities for use by general community	49.9	28.3	2.3	6.8	11.3	1.4

Using the standard A through E grading scale:

A - you think the community colleges are doing an EXCELLENT job
B - a GOOD job
C - a AVERAGE job
D - a POOR job
E - their performance is totally UNSATISFACTORY
DK - Don't Know

EVALUATING THEIR PERFORMANCE, HOW WELL ARE THE COMMUNITY COLLEGES DOING IN OFFERING SPECIAL PROGRAMS TO MEET THE NEEDS OF:

	A	B	C	D	E	DK
31. Senior citizens	8.3	16.2	20.7	7.5	1.5	45.8
32. Minority students	12.0	23.0	19.0	2.0	0.8	43.2
33. Women	13.2	30.0	20.3	1.2	0.2	35.1
34. The handicapped	9.5	19.0	20.3	7.2	1.6	42.4
HOW WELL WOULD YOU EVALUATE THEIR PERFORMANCE IN OFFERING:						
35. Adult high school completion classes	21.2	25.1	11.9	2.3	0.4	39.1

	A	B	C	D	E	DK
36. Apprenticeship training	13.7	23.5	18.9	4.0	0.7	39.2
37. Intercollegiate sports programs	12.1	18.0	18.8	3.2	2.2	45.7
38. Voc. programs to prepare students for entry level job skills	16.0	26.0	18.7	3.9	1.0	34.4
39. English as a 2nd language	13.2	17.6	18.5	2.6	1.5	46.6
40. Academic classes which will transfer to a 4-Yr. degree program	17.2	15.2	14.8	4.1	1.6	37.1
41. Courses to upgrade present job skills	10.5	31.1	19.2	4.1	0.2	34.9
42. Courses taught thru media	3.2	14.3	20.9	7.2	1.5	52.9
43. Courses in parenting & cooperative pre-schools	9.1	18.4	21.0	5.2	1.3	45.0
HOW WELL ARE THEY PROVIDING FOR:						
44. Off-campus programs at convenient neighborhood locations	12.0	21.0	18.0	7.2	3.9	37.9
45. Transportation to & from campus	4.9	10.2	14.5	11.7	8.7	50.0
46. Attractive buildings & grounds	26.4	31.0	15.5	1.6	1.2	24.3
47. Adequate parking areas	16.0	28.0	19.5	6.1	2.3	28.1
48. Cultural events such as and concerts	10.9	26.6	23.9	2.4	1.5	34.7
49. Day care facilities on campus	4.8	9.9	17.3	4.6	3.9	59.5
50. Financ'l aid for student	10.4	21.7	17.5	3.1	1.1	46.2
51. Counseling services	13.0	27.2	17.1	3.3	0.4	39.0
52. Info on college programs & activities	22.2	31.4	15.4	1.9	0.4	28.7
53. Library facilities for use by the general community	11.5	18.7	16.9	6.5	2.8	43.6

54. Can you tell me the names of any state-supported vocational technical institutes you are aware of or have had experience with?

L. H. Bates VTI	9.3	Lake Washington VTI	3.5
Bellingham VTI	4.5	Renton VTI	8.8
Clover Park VTI	7.8	Other (Incorrect)	17.9
		None	48.2

55. Now I am going to read the names of the vocational technical institutes you have not named. Would you please tell me if you have ever heard of any of these?

L. H. Bates VTI	14.5	Lake Washington VTI	21.1
Bellingham VTI	15.0	Renton VTI	13.8
Clover Park VTI	21.1	Other	17.3
		None	18.3

56. Have you or anyone in your household participated in any classes or programs offered by a state-supported vocational technical institute?

YES - 19.7 NO - 79.8 DK - 0.5

57. If you were going to take a job training course in the future, would you prefer to take the course at a vocational technical institute or through a community college?

Vocational technical institute	29.4
Community college	45.2
DK	25.4

Considering the following school system in this state, how much confidence do you have in the people who are responsible for making decisions and managing each of these systems, a great deal of confidence, some confidence or hardly any confidence?

	Great Deal	Some	Hardly Any	Don't Know
58. Public schools, K-12th grade	23.2	52.1	20.4	4.3
59. Community colleges	27.7	50.9	4.3	17.1
60. University of Washington	49.5	30.0	2.0	18.5
61. Washington State University at Pullman	44.3	26.1	1.7	27.9
62. All other state-supported 4-yr. colleges & universities	24.1	44.7	3.6	27.6
63. Private 4-yr. colleges & univ.	38.1	28.6	2.4	30.9

	Great Deal	Some	Hardly Any	Don't Know
64. State-supported voc. schools	24.8	35.9	3.8	35.5
65. Private vocational schools	17.4	28.5	4.9	49.2

66. Into what age group do you fall?

18 - 24	10.3	35 - 44	21.0	Over 55	20.4
25 - 34	31.5	45 - 54	15.0	N/A	1.8

67. How many people under the age of 18 live in your household?

1 - 17.2	3 - 9.5	5 - 1.2	7 - 0.2
2 - 18.3	4 - 3.3	6 - 0.3	None - 50.0

68. What is your current marital status?

Single	14.0	Widowed	6.4
Married	70.2	N/A	1.4
Divorced/Separated	8.0		

69. On a yearly basis, what is the overall income of your household:

Under $10,000	12.6	$25,000 - $40,000	23.3
$10,000 - $15,000	14.3	$40,000 - $60,000	5.4
$15,000 - $25,000	30.5	Over $60,000	2.5
		DK/NA	11.4

70. What was the last grade in school you completed?

Grade school or less	1.9	Graduate of 2-yr. college	8.4
Some high school	6.5	Graduate of 4-yr. college	11.5
High school graduate	22.2	Post graduate studies	14.9
Some college or technical school	33.6	N/A	1.0

71. What is the occupation of the principal wage earner?

Public employee	2.0	Clerical	6.4
Education	6.4	Service worker	1.1
Professional: Management, Business	13.1	Farmer/Rancher/Fisherman	2.6
		Housewife	1.8
Professional: Technical, Medical	10.8	Student	0.8
		Retired	12.2
Skilled trade	19.7	Unemployed	0.7
Operative labor/ Unskilled trade	16.1	Military	0.8
		None of the above	5.5
		No response	0.0

71. (Continued)

What is the occupation of the secondary (if any) wage earner in this household?

Public employee	0.4	Clerical	5.6
Education	2.6	Service worker	1.0
Professional: Management, Business	2.8	Farmer/Rancher/Fisherman	0.2
Professional: Technical, Medical	4.7	Housewife	1.1
Skilled trade	5.7	Student	0.5
Operative labor/ Unskilled trade	6.8	Retired	0.6
		Unemployed	0.0
		Military	0.5
		None of the above	0.3
		No response	67.2

72. What is your ethnic background?

Asian	1.7	White	88.6
Black	0.6	Other	2.9
American Indian	0.9	DK/NA	4.6
Hispanic	0.7		

Sex of respondent:	Male	Female
	39.6	60.4

Geographic area of respondent:

Seattle	12.7
Snohomish County	7.8
Pierce, Kitsap and King County, excluding Seattle	33.8
Lewis County	1.3
Thurston County	2.9
Western Washington, excluding all preceding areas	16.4
City of Spokane	4.6
Eastern Washington, excluding Spokane	20.5

COMMUNITY COLLEGE STUDY
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APPENDIX E

SELECTED SECTIONS: CHAPTER 9
STATE BOARD FOR COMMUNITY COLLEGE EDUCATION
STANDARD POLICY AND PROCEDURES MANUAL

APPENDIX E

Selected Sections: Chapter 9

SBCCE POLICY MANUAL

9.10.00 - PROCEDURE FOR MODIFICATION OF COMMUNITY COLLEGE DISTRICT BOUNDARIES

The purpose of this procedure is to provide an orderly means of effecting changes in the community college district boundary lines as established by the Community College Act of 1967. The State Board is specifically charged with responsibility and authority to:

> Establish criteria and procedures for modifying district boundary lines consistent with the purposes set forth in RCW 28B.50.020 (the general purposes of the community college system) as now or hereafter amended and in accordance therewith make such changes as it seems advisable. (RCW 28B.50.090(6))

This procedure shall apply to the perimeters of a community college district established by RCW 28B.50.040 or as that section may subsequently be amended or as may be changed as a result of action by the SBCCE.

9.10.01 - CRITERIA FOR EVALUATING BOUNDARY LINE CHANGE REQUESTS

Requests for changes in community college district boundary lines shall be based upon evidence that such modifications will:

1. Substantially improve educational opportunity for residents of the area involved by providing easier access by students, reducing the costs of attending, or providing a more comprehensive range of educational opportunities to those who seek them.

2. Improve administration of community college services in the area involved through increased efficiency and effectiveness.

3. Eliminate unnecessary duplication of facilities or programs.

4. Provide for greater flexibility in satisfying local and regional educational needs.

5. Provide a more rational basis for conducting long-range planning of educational services and facilities.

In addition to the above criteria, the following criteria will apply depending upon the specific circumstances associated with the request:

9.10.01 - Continued

1. More than 50 percent of all the students from the area involved who enrolled in any Washington community college in the preceding fall quarter attended in the district to which the area is proposed to be joined.

2. The area proposed to be joined to a community college district is at that time not a part of any community college district.

3. The area proposed to be joined to a community college district is contiguous to that district.

9.10.02 - PROCEDURE FOR MAKING REQUESTS

1. Proposals for modifying community college district boundary lines may be initiated by the State Board for Community College Education, by formal resolution of any community college district board of trustees, or by petition bearing the signature of a group of residents of any area proposed to be annexed, provided that such signatures shall represent at least 10 percent of the qualified voters who reside in said area, except that no such petition shall be required to contain more than 500 such signatures.

2. Resolutions or petitions as provided above shall be forwarded to the State Board for Community College Education accompanied by a study report setting forth the reasons for the requested modification and providing supporting data to demonstrate the degree to which the request meets the applicable criteria set forth in Section 9.10.01 above.

3. The study report supporting the petition should include, but not be limited to, such information as:

a. a detailed description of the geographic area to be affected by the proposed change
b. demographic data about the area
c. a description of any community college facilities located in the area

4. The petition shall be accompanied either by the endorsement of the boards of trustees of the community college districts involved or by a statement or statements by such boards noting why endorsement has not been granted.

5. In the case of proposals initiated by the State Board, the study required above shall jointly be conducted by the districts concerned and the State Board under the direction of the state director.

COMMUNITY COLLEGE STUDY

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

1980

APPENDIX F

SURVEY OF ADMINISTRATIVE FUNCTIONS

MULTI-CAMPUS DISTRICTS

APPENDIX F

SURVEY OF ADMINISTRATIVE FUNCTIONS
MULTI-CAMPUS DISTRICTS

ADMINISTRATIVE FUNCTIONS	THE RESPONSIBILITY FOR PERFORMING THIS FUNCTION MOSTLY RESTS WITH			
	DISTRICT	CAMPUS	BOTH	NOT PERFORMED
1. BUSINESS & FINANCE				
A. BUDGET PLANNING & PREPARATION	☐	☐	☐	☐
B. BUDGET MONITORING & CONTROL	☐	☐	☐	☐
C. INTERNAL AUDITING	☐	☐	☐	☐
D. PREPARATION & CONTROL OF ALLOTMENT PLANS	☐	☐	☐	☐
E. REVENUE ESTIMATES	☐	☐	☐	☐
F. INVESTMENT POLICIES	☐	☐	☐	☐
G. ACCOUNTING (RECORD KEEPING)	☐	☐	☐	☐
H. FIS INPUT & CONTROL	☐	☐	☐	☐
I. PURCHASING	☐	☐	☐	☐
J. PAYROLL	☐	☐	☐	☐
K. WAREHOUSING/CENTRAL RECEIVING	☐	☐	☐	☐
L. CASHIERING	☐	☐	☐	☐
M. OTHERS (LIST ON PAGE 5)	☐	☐	☐	☐
2. PHYSICAL PLANT				
A. CAPITAL PLANNING & PREPARATION	☐	☐	☐	☐
B. CONSTRUCTION MONITORING	☐	☐	☐	☐
C. CAMPUS OPERATIONS	☐	☐	☐	☐
D. MAINTENANCE (BUILDING & GROUNDS)	☐	☐	☐	☐
E. SECURITY	☐	☐	☐	☐
F. MOTOR POOL	☐	☐	☐	☐
G. OTHERS (LIST ON PAGE 5)	☐	☐	☐	☐

SURVEY OF ADMINISTRATIVE FUNCTIONS
MULTI-CAMPUS DISTRICTS

ADMINISTRATIVE FUNCTIONS	THE RESPONSIBILITY FOR PERFORMING THIS FUNCTION MOSTLY RESTS WITH			
	DISTRICT	CAMPUS	BOTH	NOT PERFORMED
3. STUDENT PERSONNEL SERVICES				
A. SETTING OF ADMISSIONS PROCEDURES & REQUIREMENTS	☐	☐	☐	☐
B. SETTING OF REGISTRATION PROCEDURES & REQUIREMENTS	☐	☐	☐	☐
C. SIS INPUT & CONTROL	☐	☐	☐	☐
D. FINANCIAL AID AWARD DETERMINATION	☐	☐	☐	☐
E. FINANCIAL AID ACCOUNTING/ MONITORING	☐	☐	☐	☐
F. FINANCIAL AID REPORTING	☐	☐	☐	☐
G. VETERAN AFFAIRS	☐	☐	☐	☐
H. COUNSELING & TESTING	☐	☐	☐	☐
I. COORDINATION OF STUDENT ACTIVITIES	☐	☐	☐	☐
J. COORDINATION OF ATHLETIC PROGRAMS	☐	☐	☐	☐
K. STUDENT PUBLICATIONS (ADVISING)	☐	☐	☐	☐
L. MINORITY AFFAIRS	☐	☐	☐	☐
M. PLACEMENT	☐	☐	☐	☐
N. OTHERS (LIST ON PAGE 5)	☐	☐	☐	☐
4. INSTRUCTIONAL SERVICES				
A. PROGRAM DEVELOPMENT/PLANNING	☐	☐	☐	☐
B. PROGRAM APPROVAL	☐	☐	☐	☐
C. ENROLLMENT PLANNING/MANAGEMENT	☐	☐	☐	☐
D. QUARTERLY COURSE SCHEDULE CONSTRUCTION	☐	☐	☐	☐

SURVEY OF ADMINISTRATIVE FUNCTIONS
MULTI-CAMPUS DISTRICTS

ADMINISTRATIVE FUNCTIONS	THE RESPONSIBILITY FOR PERFORMING THIS FUNCTION MOSTLY RESTS WITH			
	DISTRICT	CAMPUS	BOTH	NOT PERFORMED
4. INSTRUCTIONAL SERVICES (CONTINUED)				
E. COORDINATION OF CONTINUING EDUCATION	☐	☐	☐	☐
F. COORDINATION OF OFF-CAMPUS	☐	☐	☐	☐
G. LIBRARY SERVICES - STUDENT ACCESS (HOURS, RULES OF OPERATION)	☐	☐	☐	☐
H. LIBRARY SERVICES - TECHNICAL ASSISTANCE (PURCHASING CATALOGING)	☐	☐	☐	☐
I. COORDINATION OF INSTRUCTIONAL DATA PROCESSING	☐	☐	☐	☐
J. COORDINATION OF FACULTY ASSIGNMENTS	☐	☐	☐	☐
K. OTHERS (LIST ON PAGE 5)	☐	☐	☐	☐
5. INFORMATION SERVICES				
A. COORDINATION OF MIS	☐	☐	☐	☐
B. STATE/FEDERAL REPORTING	☐	☐	☐	☐
C. INSTITUTIONAL RESEARCH/PROGRAM EVALUATION	☐	☐	☐	☐
D. STATISTICAL SERVICES	☐	☐	☐	☐
E. PUBLICATIONS (SCHEDULES, PROCEDURES) PREPARATION	☐	☐	☐	☐
F. COORDINATION WITH THE MEDIA	☐	☐	☐	☐
G. PRINT SHOP SERVICES	☐	☐	☐	☐
H. OTHERS (LIST ON PAGE 5)	☐	☐	☐	☐

SURVEY OF ADMINISTRATIVE FUNCTIONS
MULTI-CAMPUS DISTRICTS

ADMINISTRATIVE FUNCTIONS	THE RESPONSIBILITY FOR PERFORMING THIS FUNCTION MOSTLY RESTS WITH			
	DISTRICT	CAMPUS	BOTH	NOT PERFORMED
6. PERSONNEL SERVICES				
A. COORDINATION OF AFFIRMATIVE ACTION	☐	☐	☐	☐
B. CONTRACT NEGOTIATIONS	☐	☐	☐	☐
C. CONTRACT MANAGEMENT (HANDLING OF GRIEVANCES & COMPLIANCE MONITORING)	☐	☐	☐	☐
D. EMPLOYMENT PROCEDURES (ADVERTISING, SCREENING, HIRING, SALARY PLACEMENT)	☐	☐	☐	☐
E. COORDINATION OF DEVELOPMENT PROGRAMS	☐	☐	☐	☐
F. PRE-RETIREMENT COUNSELING	☐	☐	☐	☐
G. PERSONNEL RECORD KEEPING	☐	☐	☐	☐
H. CLASSIFICATIONS REVIEW	☐	☐	☐	☐
I. OTHERS (LIST ON PAGE 5)	☐	☐	☐	☐
7. OTHER SERVICES				
A. COORDINATION OF LEGAL SERVICES	☐	☐	☐	☐
B. ARTICULATION WITH STATE & FEDERAL AGENCIES	☐	☐	☐	☐
C. COORDINATION OF GRANTS AND CONTRACTS PREPARATION	☐	☐	☐	☐
D. GRANTS AND CONTRACTS MONITORING AND ACCOUNTING	☐	☐	☐	☐
E. DEVELOPMENT & MAINTENANCE OF FACULTY HANDBOOK	☐	☐	☐	☐
F. DEVELOPMENT & MAINTENANCE OF BOARD POLICY MANUAL	☐	☐	☐	☐
G. OTHERS (LIST ON PAGE 5)	☐	☐	☐	☐

SURVEY OF ADMINISTRATIVE FUNCTIONS
MULTI-CAMPUS DISTRICTS

DISTRICT ________ CAMPUS ________

ADMINISTRATIVE FUNCTIONS	THE RESPONSIBILITY FOR PERFORMING THIS FUNCTION MOSTLY RESTS WITH			
	DISTRICT	CAMPUS	BOTH	NOT PERFORMED
1. BUSINESS & FINANCE				
OTHER				
________	☐	☐	☐	☐
________	☐	☐	☐	☐
2. PHYSICAL PLANT				
OTHER				
________	☐	☐	☐	☐
________	☐	☐	☐	☐
3. STUDENT PERSONNEL SERVICES				
OTHER				
________	☐	☐	☐	☐
________	☐	☐	☐	☐
4. INSTRUCTIONAL SERVICES				
OTHER				
________	☐	☐	☐	☐
________	☐	☐	☐	☐
5. INFORMATION SERVICES				
OTHER				
________	☐	☐	☐	☐
________	☐	☐	☐	☐
6. PERSONNEL SERVICES				
OTHER				
________	☐	☐	☐	☐
________	☐	☐	☐	☐
7. OTHER SERVICES				
OTHER				
________	☐	☐	☐	☐
________	☐	☐	☐	☐

COMMUNITY COLLEGE STUDY

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

1980

APPENDIX G

"NORMED" MEASURE OF AGREEMENT

APPENDIX G

$$A = 1 - \frac{\text{OBSERVED DISAGREEMENT}}{\text{(MAXIMUM POSSIBLE) EXPECTED DISAGREEMENT}}$$

= "NORMED" MEASURE OF AGREEMENT

$$A = \left[1 - \left[\frac{\sum_{i=1}^{k} |a_i - b_i|}{k \times 3}\right]\right] \times 100$$

WHERE: k = NUMBER OF CASES

$0 \leq A \leq 100.00$

WHERE: MAXIMUM NON-AGREEMENT IS ASSUMED TO $= |4 - 1|$
SINCE 4 = NUMBER OF CATEGORIES

IF $A = 0.00$, THEN NO AGREEMENT BETWEEN DISTRICTS A AND B

IF $A = 100.00$, THEN 100.00% AGREEMENT BETWEEN FUNCTION LOCATION IN DISTRICTS A AND B

COMMUNITY COLLEGE STUDY

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

1980

APPENDIX H

ADMINISTRATIVE SURVEY

MULTI-UNIT DISTRICTS

APPENDIX H

ADMINISTRATOR SURVEY

MULTI-UNIT DISTRICTS

Administrator's* Title	Major Assignment at: (Check one)		FTE Applicable to Administrative Duties	Position is: (Check one)	
	Dist. Off.	Campus Off.		Currently Filled	To Be Filled

---

*Administrator shall be defined to be an individual whose assignment is 50% or more in administration.

(May, 1980)

COMMUNITY COLLEGE STUDY

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

1980

APPENDIX I

OLYMPIA/LACEY AREA EXTENSION ANALYSIS

OLYMPIA/LACEY AREA EXTENSION ANALYSIS

The requirements for the Associate in Arts degree are summarized below:

A total of 93 credits are required. They must include the following number of credits in various areas.

Communication Skills	- Total of 9 credits, including two of Engl 101, 102, 103 and one other course.
Humanities, Mathematics/Nat. Sci., Social Sci.	- Total of 51 credits, with at least 15 credits in each area, selected from at least two disciplines in each area, at least 5 credits of laboratory science.
Physical Education	- Total of 3 credits, including one physical fitness activity.

Olympia Education Center courses which may be used to meet distribution requirements follow. Course credits are also indicated. These courses were offered in 1979-1980 or shall be offered in 1980-1981, or both.

Communications		Humanities		Mathematics/ Natural Sci.		Social Science	
ENGL 101	3	ART 105	5	BIOL 105 (Lab)	5	HIST 103	5
ENGL 102	3	ART 203	5	BIOL 120	2	HIST 104	5
ENGL 103	3	ENGL 108	3	BIOL 150	3	HIST 105	5
ENGL 103	3	ENGL 109	3	MATH 103	5	ECON 201	5
ENGL 221	3	ENGL 111	2	MATH 108	5	ECON 202	5
SPEE 101	3	ENGL 170	3	MATH 111	5	BA 211	5
SPEE 102	3	ENGL 161	3	MATH 120	5	PSYC 101	5
READ 110	3	GERM 101	5	MATH 123	5	PSYC 210	5
JOUR 101	3	GERM 102	5	MATH 124	5	PSYC 220	5
		GERM 103	5	MATH 201	5	PSYC 240	5
		JOUR 205	5	GENE 214	4	SOCI 101	5
		MUSC 104	5	or PHIL 104	5	SOCI 125	5
						SOCI 145	5

Source: District 12

COMMUNITY COLLEGE STUDY

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

1980

APPENDIX J

CENTRALIA/OLYMPIA BUS SERVICES

CENTRALIA/OLYMPIA BUS SERVICE

District 12 offers daily bus service between Centralia College and the Olympia-Lacey-Tumwater area. This is a major service to Olympia-area students who commute daily to Centralia and, as gasoline becomes more expensive, will become increasingly important as students decide if and where to enroll in community college academic day courses.

Schedule in 1979-80:

2 buses arrive at Centralia	8:00 a.m.
2 buses arrive at Centralia	9:00 a.m.

2 buses depart from Centralia	2:15 p.m.
1 bus departs from Centralia	5:00 p.m.

Cost:

50¢ one way
$1.00 round trip

Location of Olympia area stops:

Both busses stop at OTCC
One bus serves the west side (3 or 4 stops)
One bus serves the east side, including South Sound Center in Lacey (5 or 6 stops)

Daily Ridership:

150 students (approximately)

Future Plans:

District 12 plans to continue the daily bus service at the current level of operation. Because of limited resources, there are no plans to expand the service.

COMMUNITY COLLEGE STUDY
STATE BOARD FOR COMMUNITY COLLEGE EDUCATION
1980

APPENDIX K

SENATE RESOLUTION
1979-90

IN THE LEGISLATURE
of the

STATE OF WASHINGTON

1889

SENATE RESOLUTION

1979 - 90

By Senators Scott, von Reichbauer, Goltz, Shinpoch, Benitz, Odegaard and Guess

WHEREAS, The community college system has the responsibility to provide educational and service programs that are responsive to the demographic, cultural and educational needs of the communities and students served; and

WHEREAS, A comprehensive review of community college districting has not been undertaken since the 1967 Community College Act was passed by the Legislature; and

WHEREAS, Washington State has experienced vast changes in demographic, economic and social conditions unanticipated at the time of the passage of the Community College Act;

NOW, THEREFORE, BE IT RESOLVED, That the Standing Committees on Higher Education of the Washington State Senate and the House of Representatives direct a study to examine the geographic, administrative, and decision-making structures of the present community college system, the preliminary findings of which shall be the responsibility of the State Board for Community College Education; and

BE IT FURTHER RESOLVED, That the study include, but not be limited to:

(a) The appropriateness of the community college districting system as instituted by the Community College Act of 1967 with reference to changes in the state's population and the educational needs of the communities and students served;

(b) An analysis of the potential benefits and consequences of alternative approaches to community college districting with respect to efficiency of facilities and operations, delivery of educational services, program quality, community support, and fiscal impact; and

(c) Development of methods to enhance planning and coordination efforts among the community colleges for the accomplishment of local, regional and state goals; and

BE IT FURTHER RESOLVED, That the Standing Committees shall draw upon the Council for Postsecondary Education to provide such resources as demographic data, needs assessment capability, and information illustrating national trends and developments as may be useful to the purposes of the study; and

BE IT FURTHER RESOLVED, That in addition to periodic progress reports as directed by the Standing Committees, the State Board report its findings to the Standing Committees on Higher Education no later than September 1, 1980; and

BE IT FURTHER RESOLVED, That the Standing Committees shall review and evaluate the findings of the State Board and make recommendations to the Legislature no later than February 1, 1981; and

BE IT FURTHER RESOLVED, That a copy of this resolution be transmitted to the House of Representatives requesting that their Standing Committee on Higher Education participate jointly in this study; and

BE IT FURTHER RESOLVED, That a copy of this resolution be transmitted immediately upon adoption by the Senate to the Council for Postsecondary Education, the State Board for Community College Education, and the community colleges in the state.

MAY 3, 1979 REFERRED TO RULES

289

COMMUNITY COLLEGE STUDY

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

1980

APPENDIX L

LETTER OF AUGUST 16, 1979--
GOVERNOR RAY TO CHAIRMAN RADKE

STATE OF
WASHINGTON

Dixy Lee Ray
Governor

OFFICE OF THE GOVERNOR
Legislative Building, Olympia, Washington 98504

August 16, 1979

Ms. Helen Radke, Chairperson
State Board for Community
College Education
319 East 7th Avenue
Olympia, Washington 98504

Dear Ms. Radke:

During the recent legislative session, several issues surfaced relating to the coordination and efficiency of this state's educational program at the community college level. At that time, it became apparent that there was a strong need for an in depth analysis of the structures and operating efficiency of the community college system.

Accordingly, through the powers vested in me by RCW 43.06.010, Sub-section 11, I am directing the State Board for Community College Education to undertake a thorough review of the system's performance. The review is to compare the system's performance against the administrative and organizational goals originally envisioned in the Community College Act of 1967. I expect recommendations on how the system should be altered to meet more efficiently those goals to serve better the needs of the people in this state. As part of the review, you are to address the issue of multi-campus districts. Specifically, I am asking for a review of the administrative role of district offices to ensure that they are a necessary level of overview between the campus administration and the state administration. The issue of coordinated program offerings within a multi-campus district also is to be addressed. Finally, I want you to provide me with alternative recommendations with regard to the comprehensiveness of academic programs that should be offered by the Olympia Technical Community College.

My hope is that the outcome of this study will reduce the tensions in the community college system and reaffirm the spirit of the Community College Act of 1967. Thank you for your cooperation in this matter.

Sincerely,

Dixy Lee Ray
Governor

COMMUNITY COLLEGE STUDY
STATE BOARD FOR COMMUNITY COLLEGE EDUCATION
1980

APPENDIX M

PRINCIPAL POWERS, DUTIES, AND RESPONSIBILITIES OF COMMUNITY COLLEGE DISTRICT BOARDS

PRINCIPAL POWERS, DUTIES, AND RESPONSIBILITIES OF COMMUNITY COLLEGE DISTRICT BOARDS

Statute, Rule, or Policy	Power, Duty, or Responsibility Imposed on Board
RCWs	
Chapter 24.44 RCW	Authorizes boards to use and invest certain institutional funds obtained as gifts or endowments.
28B.10.265	Children of certain POW's and MIA's must be admitted without being charged tuition and fees.
28B.10.280	May create student loan funds and participate in federal student financial aid programs.
28B.10.293	May impose reasonable finance charges for debts and claims if so provided for in note of debtor.
28B.10.290	May honor credit cards for payment of tuition, fees, supplies, and materials needed by students.
28B.10.295	Must make available in a prominent place educational materials on the abuses of alcohol, but cannot expend state funds to acquire such materials.
28B.10.480	May provide and pay for tax deferred annuities in lieu of a portion of employee's salary.
28B.10.520	Each board member must subscribe to an oath of office.
28B.10.525	Board members are authorized to receive reimbursement for travel expenses.
28B.10.528	Board may delegate its powers to college president or his designee.
28B.10.650	May grant sabbatical (remunerated professional) leaves to faculty and exempt staff; must report annually to the CPE.
28B.10.660	May make available certain forms of insurance to trustees and students and may purchase liability insurance for employees.

28B.10.703	May establish programs of intercollegiate athletics and participate in conferences.
28B.10.704	May provide scholarships for athletic or performing arts participants and use certain funds for that purpose.
28B.10.825	May establish student loan fund using Services and Activities Fee revenue.
28B.10.842	May authorize legal defense by Attorney General for any trustee, officer, employee, or agent for any action arising out of performance of duties.
28B.10.844	May purchase insurance to protect and hold harmless any trustee, officer, employee, or agent from action arising out of performance of duties.
28B.15.011	Must apply uniform rules set forth in statute to determine students' residency classification.
28B.15.014	Certain employees, military personnel, federal employees, and veterans must be classified as residents.
28B.15.100	Must charge students tuition and fees set by statute and State Board rules; may assess other (special) fees.
28B.15.500	Must charge prescribed level of tuition, operating fees, and services and activities fees consistent with statute and State Board rules regarding part-time students and non-credit, ungraded, and short courses.
28B.15.520	For students age 19 or over, must waive tuition and fees for high school completion courses or programs (subject to certain limitations) and must waive tuition and fees for children of "in line of duty" disabled or deceased firefighters or law enforcement officers.
28B.15.530	May waive tuition and fees for needy and disadvantaged students subject to 3% maximum limitation.

28B.15.540	May waive tuition and fees for students age sixty and over on a space-available basis and subject to certain limitations.
28B.15.553	Must grant resident status to certain non-immigrant aliens.
28B.15.557	Must grant resident status to certain foreign students whose parents are assigned to consular missions.
28B.15.600	May refund or cancel tuition and fees paid by students who withdraw from college prior to thirtieth calendar day following beginning of instruction each quarter.
28B.15.620	May not charge certain Southeast Asia veterans tuition and fees above level in effect on October 1, 1977.
28B.15.730	Certain districts must waive non-resident tuition for certain Oregon residents.
28B.15.740	Must limit total waivers for needy students, and displaced homemakers to 3% of estimated tuition and fee collections.
28B.15.744	May waive tuition and fees for certain displaced homemakers.
Chapter 28B.16 RCW	Establishes the Higher Education Personnel Board (HEPB) and requires personnel administration for certain employers to be conducted subject to HEPB rules. (See Chapter 251 WAC for HEPB rules.)
Chapter 28B.19 RCW (various sections)	Must follow uniform procedures for adoption, amending, or repealing certain rules; provides formal hearing procedure for contested cases.
28B.50.040	Prescribes college district boundaries.
28B.50.092 - .094	May operate programs for U. S. Military personnel in any geographic location subject to State Board authorization and on self-support basis.
28B.50.100	Establishes district boards, terms of office, and qualifications.

28B.50.130	Authorizes boards to make rules necessary to district operations; establishes quorum for meetings; board must make annual report.
28B.50.140	(1) Authorizes operations of the colleges; (2) Must provide comprehensive, open-door programs; (3) Authorized to employ staffs and fix salaries; (4) May establish new facilities with approval of State Board; (5) May operate dormitories, food services, bookstores, and other self-support facilities; (6) May sell revenue bonds to acquire self-support facilities subject to State Board approval; (7) Authorized to manage self-support facilities or contract for such management; (8) Authorized to receive gifts and grants and use or dispose of same; (9) Authorized to operate night schools; (10) Authorized to regulate pedestrian and vehicular traffic on campuses; (11) Shall prescribe the course of study with the assistance of the faculty; (12) Authorized to grant diplomas, degrees, and certificates; (13) Shall enforce rules of State Board and make other necessary rules; (14) May delegate authority to president or district president; (15) May perform other activities not inconsistent with statute or State Board rules; (16) May offer self-supporting contract educational services; (17) May join trustees organizations; (18) Shall perform all duties imposed by law or rule.
28B.50.142	Shall appoint the fiscal officer as treasurer.
28B.50.143	Authorized to draw on the state treasury to make vendor payments.

28B.50.145	Must create a faculty senate or similar body for each college.
28B.50.150	Must admit students regardless of place of resident in state. (Also see State Board rule WAC 131-12-010.)
28B.50.250	Certain adult education programs may be operated by common school districts subject to State Board and State Board of Education authorization.
28B.50.320	All income of college districts is subject to budgetary and audit provisions of law; college president is authorized to disburse certain funds.
28B.50.330	May construct and equip facilities, subject to State Board approval, and establish bond funds for such purpose; projects in excess of $5,000 subject to public bids.
28B.50.360	Must deposit tuition revenue in state general fund by thirty-fifth day of each quarter.
28B.50.520	May receive federal funds for educational purposes.
28B.50.530	May enter into agreements with common school districts to use each others' services or facilities.
28B.50.535	May issue high school diplomas or certificates subject to rules of SPI and State Board of Education.
28B.50.551	Must grant leave for illness, injury, bereavement, or emergency to exempt employees and faculty and make rules for administration of such leave program. (Also see RCW 41.04.040 for requirement for payment for unused sick leave.)
28B.50.850 - .870	Must grant tenure to certain academic employees prior to end of third year of satisfactory service; must make rules to implement tenure system and provide for dismissal under certain circumstances; must issue employees written agreements stating terms and conditions of employment.

28B.50.875	May contract with public agencies to perform chemical analysis services.
Chapter 28B.52 RCW (various sections)	Must conduct negotiations with recognized academic employee representatives regarding certain district policies.
34.08.030	Proposed rule changes and meeting schedule must be filed with the Code Reviser for publication in State Register.
39.29.010	Certain personal service contracts must be filed with OFM and LBC at least ten days prior to commencement of work.
Chapter 39.34 RCW	May exercise jointly with other public agencies any powers which both possess and establish cooperative entity.
39.60.050	May invest funds in Board's custody in "A" rated notes, bonds, or debentures.
Chapter 40.14 RCW	Must appoint a public records officer and carry out a records management program.
41.04.340	Must remunerate certain employees for unused sick leave accrued in excess of 120 days annually or in total at time of retirement; yearly accrual cannot exceed twelve days and remuneration is on a four-to-one basis.
41.04.350	May not retire any employee on account of age prior to attaining age seventy.
41.04.050	Must make employer's contribution to insurance and health care plans established by state on behalf of eligible employees, subject to State Employees' Insurance Board rules (SEIB). (See Chapter 182 WAC for SEIB rules.)
41.32.430	Must notify Teachers' Retirement System (WSTRS) each month of all continuing and new members of the system and notify new employees that an application for prior service credit may be filed, if applicable.

41.43.430	Must deduct appropriate amount from monthly salary of employees who are members of WSTRS.
41.40.330	Must deduct from pay of each eligible Public Employees' Retirement System (PERS) member the required employee contribution.
41.40.361	Must contribute employers' portion of PERS contribution on a monthly basis.
42.17.190	Must file with Public Disclosure Commission quarterly statement of public funds expended for lobbying.
42.17.130	Each trustee and president must file annual financial report with Public Disclosure Commission.
42.17.250	Must make available and permit copying of certain public records.
Chapter 42.18 RCW	Restrictions against conflicts of interest in performing duties as officer or employee of state.
42.30.070 - .075	Must establish time and place of all regular meetings and file schedule with Code Reviser.
43.01.042	May adopt rules governing vacation leave for exempt personnel.
43.78.030	May equip and operate a printing facility and perform work for other state agencies as part of a course of study in printing.
Chapter 43.88 RCW	Establishes fiscal responsibilities of state officers and employees, including trustees, and set penalties for negligence.

WACs

131-12-010	Establishes standard admissions policy for colleges.
131-12-020	Establishes procedures for classifying students as residents or non-residents.
131-12-030	Authorizes districts to limit enrollment in a class, course or program under certain conditions.

131-12-040	Must establish rules providing for inter-campus or inter-college enrollment without additional cost above statutory maximum.
131-12-041	May allow students from other districts to enroll without payment of additional fees above statutory maximum.
131-12-050 - 131-12-070	Must adopt rules defining students' rights and responsibilities; students must be involved in rule making; rules must be filed with State Director.
131-16-005	Establishes employee mandatory retirement on account of age at age seventy; provides for waiver under certain conditions.
131-16-010 - 131-16-065	Establishes TIAA/CREF retirement annuity plan; defines employee eligibility; sets contribution rates; defines eligibility for and method of calculating supplemental benefits; requires membership of certain employees.
131-16-070	Must adopt and publish set of personnel selection practices used by district.
131-16-080 - 131-16-094	Establishes minimum standards of qualification for community college district personnel; requires professional improvement plan and certification procedures for certain employees.
131-16-400	Provides definition of "special funds" that districts must use in determining eligibility of certain employees for tenure or tenurable status.
131-24-010 - 131-24-030	Must obtain prior approval of State Board for capital development and authority to issue revenue bonds; must observe requirements of State Environmental Policy Act.
131-28-010 - 131-28-080	Must observe rules regarding charging of tuition and fees for summer quarter, part-time students, short courses, ungraded courses, non-credit courses, contracted services, tuition and fee waivers.

182-08-190	Must pay monthly contribution for employees' insurance program for all eligible employees.
Title 251 WAC	Contains rules of the Higher Education Personnel Board and requirements for uniform administration of personnel matters for civil service employees.

Policies

2.60.03	After negotiations with academic employees are completed, district shall forward revised salary schedules to State Director.
2.70.06	District policies should encourage faculty and staff participation in activities of professional organizations.
2.80.02	Suggested provisions for individual employee contracts.
2.90.04	State Board resolution directing development of district affirmative action policies.
3.10.00	General policy regarding admission to a community college.
3.10.04	Admission of student to college does not necessarily guarantee right to enroll in any specific class, course, or program.
3.20.00	Must determine residency status of students upon admission.
3.30.00	Must use certain definitions for classifying, admitting, enrolling, or counting students.
3.40.02	General policy on college participation in inter-collegiate athletics; districts shall adopt rules that afford students wide opportunity to participate in programs.
3.40.03	General policy on operation of student services and activities programs; joint student-staff-board development of budget.

3.40.05	Guidelines for operation of student services and activities programs and expenditures of S&A fee revenues.
3.40.06	Restricts use of S&A fee revenues to non-state-funded personnel, equipment, or facilities.
4.20.00	General policy on State Board approval of all proposed vocational preparatory programs.
4.21.00	Requires adherence to Commission for Vocational Education rules governing advisory committees.
4.21.01	Must file names of vocational program advisory committee members with State Director.
4.30.00	May contract with other entities to provide or receive educational services.
4.40.05	Authorizes districts to permit common schools to conduct adult education programs on behalf of college district. (See RCW 28B.50.250.)
4.40.07	Restrictions governing granting of high school diplomas.
4.40.08	Restrictions governing certificates of educational competence.
4.50.01	Programs will generally be restricted to district area.
4.50.02	May allow other district to operate within district service area.
4.50.03	May jointly operate programs with other college districts.
4.50.06	Policy on reporting enrollments of high school students enrolled at community colleges.
4.50.07	Authorized to conduct out-of-state educational programs for military personnel.
4.60.01	Guidelines for conducting college relations.

4.60.02	Guidelines for conducting high school relations.
4.80.00	Guidelines governing conduct of community-based learning programs.
6.10.00	Guidelines and procedures for securing State Board authorization to design, acquire, and/or construct physical facilities.
6.30.00	Criteria and guidelines for establishing new campuses.
6.40.00	Guidelines for establishing extension branches.
6.50.00	Guidelines for facility design and construction.
6.60.00	Policies regarding acquisition of real property.
6.70.00	Guidelines for selection of new instructional sites.
7.60.00	May disseminate admissions information for prospective students under certain conditions.
9.10.00	May request changes in college district boundaries under certain conditions.
9.30.00	May request acquisition of data processing equipment.
9.40.00	Must maintain accreditation from regional accrediting association for all colleges operated by district.

COMMUNITY COLLEGE STUDY

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

1980

APPENDIX N

CORRESPONDENCE RELATED TO INTERGOVERNMENTAL COOPERATION ACT

DEPARTMENT OF HEA EDUCATION AND WELFARE
OFFIC EDUCATION
WASH TON, D.C. 20202

AVLP--OAC

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FEB 4 19

Honorable Lloyd Meeds
House of Representatives
Washington, D.C.

Dear Lloyd:

This is in reply to your request of January 22 concerning the "sole agency" requirement of the new vocational law and P.L. 90-577, the Intergovernmental Cooperation Act.

Inasmuch as this question has also been raised by other State Officials and by members of the Congress, we asked our Office of General Counsel for an interpretation of the provisions of the two statutes.

Pertinent portions of that review are included in the enclosed analysis.

If we can be of further assistance to you, please let me know.

Sincerely yours, ,

Grant

Grant Venn
Associate Commissioner for Adult,
Vocational, and Library Programs

Enclosure

I. Applicability of Section 204 to the Vocational Education Act of 1963, as Amended.

Were there no requirement that a specific State agency (i.e., the State board of vocational education) be designated to administer the State plan, the applicability of section 204 to the Vocational Education Act of 1963, as amended, would be clear. When the Intergovernmental Cooperation Act was being considered by Congress, however, this Department expressed some doubt that section 204 would affect statutory provisions which required the "single State agency' to be a particular agency that is named or defined in the statute. In a letter submitted on June 12, 1968, to the House Committee on Government Operations and published in the House Report on the Intergovernmental Cooperation Act, Secretary Cohen wrote that:

> As written, section 204 of H.R. 16718 does not appear to authorize waiver of a statutory requirement that a particular State agency (such as the State health agency) must be designated as the single State agency. If such authority is intended we believe clarification is necessary.
>
> (H.R. Report No. 1845, 90th Congress, 2d Sess. 19 (1968).)

We think this clarification was supplied on September 16, 1968, by Congressman Erlenborn, co-sponsor and House Manager of the bill, and the ranking minority member on the subcommittee which held hearings on the bill. In rising to explain the bill to the House, Congressman Erlenborn stated:

> Under many existing Federal grant-in-aid laws, such funds must be distributed to a specifically named State agency. This has the effect of hindering State efforts in developing improved reorganizations as has frequently occurred at the Federal level. (Section 204) . . . provides that a Federal agency, upon the request of a Governor or other appropriate State officials, may waive the single State agency requirement and disburse such funds to an agency designated by the State . . . .
>
> (Cong. Rec., 90th Congress, 2d Sess. 8709 (September 16, 1968, daily ed., emphasis added).)

In view of this statement, and in light of the broad purposes of section 204 1/, we interpret that provision as authorizing, subject

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1/ Sec, e.g., H.R. Rep. No. 1845, *supra*, at 5; *Cong. Rec.*, *supra*, at 8717.

to the conditions discussed in Parts II and III below, waiver of the requirement in section 123 (a) (2) of the Vocational EducationAct of 1963, as amended, that the State board of vocational education be designated as the single State agency.

II. Procedure for Submitting and Taking Action on Waiver Requirements

For a State to take advantage of section 204 of the Intergovernmental Cooperation Act, it must submit a formal request for waiver through its "Governor or other appropriate executive or legislative authority of the State responsible for determining or revising the organizational structure of State government . . . " Whether there is an "appropriate ... authority" other than the Governor from which a request could originate would, in each case, depend upon State law.

Section 204 vests the authority to approve waivers in the "head of ... (the) Federal department or agency administering... (the) program ..." This phrase is subject to several interpretations, depending upon whether the word "agency" encompasses a constituent agency of a department such as the Office of Education and whether it is the Secretary of HEW or the Commissioner of Education (or both) who administers the Vocational Education Act.

III. Types of Alternative Agreements Permissible Under Section 204.

The Senate Report on the Intergovernmental Cooperation Act sketches the background of section 204 as follows--

> In the formative years of the public assistance ... the requirement (of a single State agency) was essential to bring order out of chaos in the existing as well as newly emerging public assistance programs in the States. It was necessary then that the Federal agency have one and only one State agency to deal with in matters regarding public assistance and that this agency be held responsible for administering these programs. With improved State administration of Federal aid programs, however, and the pressing contemporary need of the States to restructure their governmental organization in order to keep abreast of their added functions and responsibilities, the kind of flexibility permitted by section 204 is of the utmost significance.
>
> (S. Report No. 1456, 90th Congress, 2d Sess. 16 (1968).)

January 30, 1969

Application of Simgle State Agency Waiver Authority Under the Intergovernmental Cooperation Act of 1968 to the Vocational Education Act of 1963, As Amended

This is in response to your question concerning the applicability to the vocational Education Act of 1963, as amended by the Vocational Education Amendments of 1968, of the provision in section 204 of the Intergovernmental Cooperation Act of 1968 for waiver of any requirement "that a single State agency or multimember board or commission must be established or designated to administer or supervise the administration of any grant-in-aid program" (hereinafter referred to as "single State agency" requirement or provision). Section 204 provides:

> Notwithstanding any other Federal law which provides that a single state agency or multimember board or commission must be established or designated to administer or supervise the administration of any grant-in-aid program, the head of any Federal department or agency administering such program may, upon request of the Governor or other appropriate executive or legislative authority of the State responsible for determining or revising the organizational structure of State government, waive the single State agency or multimember board or commission provision upon adequate showing that such provision prevents the establishment of the most effective and efficient organizational arrangements within the State government and approve other State administrative structure or arrangements: Provided, That the head of the Federal department or agency determines that the objectives of the Federal statute authorizing the grant-in-aid program will not be endangered by the use of such other State structure or arrangements.

Your inquiry is related to Mr. Kramer's concern about the State Board forCommunity College Education as the single State agency. Answering this question necessitates an analysis of section 204's effect upon section 123(a)(2) of the Vocational Education Act of 1963, as amended, which requires that the "State board" be designated "as the sole agency for administration of the State plan, or for supervision of the administration thereof by local educational agencies." The "State board" is defined in section (108(8) as "the sole State agency responsible for . . . vocational education . . . in the State."

This history, as buttressed by the previously noted broad purposes of section 204 and the quoted remarks of Mr. Erlenborn speaking for the Committee that considered enactment of the section, is consistent with four possible kinds of governmental structure a State could propose in lieu of the "single State agency". A State might divide the functions of a single State agency and assign part of them to some other agency; or it might assign part of them to two or more other agencies; or it might assign all of the single State agency's functions to some other agency; or it might even assign all of the single State agency's functions to two or more other agencies.

Practically speaking, however, the apparent approval which section 204 gives to schemes premised upon the totally independent operation of two or more agencies must be construed narrowly enough to effectuate the House Report's warning that "it is not the intent of . . . (the section) to permit State reorganizations that would fragment the administration of any Federally aided program". H.R. Rep. No. 1845, 90th Congress, 2d Sess. 5 (1968).

Any waiver request submitted to the Commissioner or Secretary would be individually considered, in light of the broad guidelines above, to determine whether the State's proposed reorganization fulfills section 204's prerequisites for waiver. The statute contains a double-edged requirement for approving requiring consideration of the impact of a waiver at both the State and Federal level. First, there must be an adequate showing by the State that that the single State agency provision "prevents the establishment of the most effective and efficient organizational arrangements within the State government . . . ." And second, the Commissioner or Secretary must find "that the objectives of the . . . (Vocational Education Act of 1963) will not be endangered by the use of . . . (the proposed) State structure or arrangements."

In applying the first requirement, which would involve an analysis of State law and administration, the Commissioner or Secretary may rely for the most part on the judgment of the State. Application of the second requirement, on the other hand, would involve an analysis of the purposes of the Vocational Education Act of 1963--a statute for which the Commissioner has primary responsibility.

In order for the Commissioner or Secretary to determine whether or not a waiver of the single State agency requirement would endanger the objectives of the Vocational Education Act, the State applying for a waiver would have to explain the functioning of each agency in its proposed arrangement in considerable detail. In particular it would have to indicate who is to handle each of the various functions which the Act presently assigns to the "State board" and how conflicts between agencies are to be resolved in cases where the same function is vested in more than one agency.

The following questions are illustrative of those which a State would have to answer before the Commissioner or Secretary would be in a position to determine whether or not its proposal would endanger the Act's objectives:

(1) Who will be responsible for apportioning the funds allocated to the State under section 103(a)(2) of the Act among the agencies assuming the functions formerly assigned to a single State board? If these agencies do not agree on how much each should receive, who will resolve the dispute?

(2) To whom will the State Advisory Council submit the reports it prepares pursuant to section 104(b)(1)(D), and who forwards the reports to the Commissioner and to the National Advisory Council?

(3) Who will be responsible for assuring that the earmarking requirements in section 122(c) are met? The State maintenance of efforts requirements in section 123(a)(11) and 124(c)? The statewide matching requirements in various sections of the Act?

(4) Who will prepare the State plan required by section 123? If more than one agency participates in its preparation, who resolves conflicts arising when the agencies' analysis of the State's vocational education needs or their statements of long-range program objectives are incompatible? Who will submit the State plan to the Commissioner?

(5) Who will be responsible for entering into the cooperative arrangements with employment agencies and other agencies, organizations, and institutions that are envisaged by section 123(a) (8) and (9)?

(6) Who will be responsible for keeping the records and making the reports required by the Commissioner under section 123(a)(17)?

(7) Whom does the Commissioner notify in case of disapproval under section 123(c)(1) or noncompliance under section 123(c)(2)? If the latter occurs who will be responsible for satisfying the Commissioner that there will no longer be a failure to comply? Who will be vested with the section 123 (c)(3) authority to appeal final determinations made by the Commissioner under section 123(b) and (c)?

The answers which a State supplies to questions such as these in its waiver application must demonstrate to the Commissioner's satisfaction that its proposed administrative reorganization can be effectuated consistently with the objectives of the Vocational Education Act.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON D.C

February 20, 1975

Honorable Lloyd Meeds
House of Representatives
Washington, D.C.

Dear Mr. Meeds:

Thank you for the letter of February 14 from your Legislative Assistant, Mrs. Gertrude L. Wright, on behalf of the Washington State Legislature regarding their efforts to modify the vocational education structure and their concern for compliance with Federal requirements.

As you know, Section 123(a)(2) of the Vocational Education Act (20 U.S.C. 1263(a)(2)) authorizes the Commissioner to approve a State plan if he determines that the plan:

> "(2) designates the State board as the sole agency for administration of the State plan, or for supervision of the administration thereof by local educational agencies;"

"State board" is defined in Section 108(8) (20 U.S.C. 1248(8) to mean:

> ". . . a State board designated or created by State law as the sole State agency responsible for the administration of vocational education, or for supervision of the administration thereof by local educational agencies, in the State."

As you know also, the provision for waiver of the single State agency requirement is found in Section 204 of the Intergovernmental Cooperation Act of 1968 (42 U.S.C. 4214).

Briefly, this section authorizes the head of any Federal agency, upon request of the Governor (or other appropriate State authority) to waive the single State agency:

> " . . . upon adequate showing that such provision prevents the establishment of the most effective and efficient organizational arrangements within the State government . . . ."

and provided the head of the agency determines:

> "that the objectives of the Federal statute authorizing the grant-in-aid program will not be endangered by the use of such other State structure or arrangements."

The answers to the five numbered questions in Gordon Sandison's letter to you of February 6, 1975, are as follows:

1. Does the content of the Venn memo continue to represent a viable alternative?

Yes. There has been no change in the law, or interpretation thereof, which would render the Venn memo of January 30, 1969, inoperative.

2. Has this alternative been used in any other State?

No. Program officials inform us that there has been no application for a waiver of the single State agency requirement by any State in relation to the Vocational Education program.

3. To whom should he address an inquiry regarding review of a proposal that may be developed by the State of Washington under this option?

The Commissioner of Education (with the approval of the Secretary) must approve an application for waiver. You may, however, address inquiries regarding proposals to Dr. William F. Pierce, Deputy Commissioner for the Bureau of Adult and Vocational Education, Room 4153, FOB #6, Washington, D.C. 20202.

4. Would a joint board composed of the representative membership of the governing boards of the two agencies qualify as the sole State agency if so designated by State law?

Such a board made up of the members of two other boards would qualify as the sole State agency, if so designated by State law.

5. Are there additional alternatives available to this State which will assist to provide functional organizational arrangements within State government?

Since no State has applied for a waiver of the single State agency requirement, we do not have any practical experience on which to base an answer. We, therefore, hesitate to suggest alternative arrangements for your State. We shall, however, be glad to have our staff review any proposals you may wish to suggest.

If the Office of Legislation can be of further assistance, please let us know.

Sincerely yours,

Albert L. Alford

Albert L. Alford
Assistant Commissioner
for Legislation

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